

# Core Strategy



*Eden* District Council

Development Plan Document



# **Core Strategy Development Plan Document**

**March 2010**

The following Core Strategy Development Plan Document was adopted at Full Council on 31 March 2010.

Further information on the Core Strategy and the Local Development Framework generally can be found on the Councils website [www.eden.gov.uk](http://www.eden.gov.uk)

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This document can be made available in large print on request

## Foreword

We are privileged to live and work in a beautiful area which offers attractive landscapes, villages and towns with lots of character. The quality of life we enjoy results from the interaction of local communities and the environment. We need to try and ensure that future communities have the opportunity to enjoy all that is best about Eden. This does not mean that things will remain the same; the area faces pressures and challenges that can only be addressed by looking at the problems afresh. We need to find ways of meeting people's housing needs, enabling the provision of well paid jobs, protecting the environment, both built and natural, and addressing threats such as flooding.

This Core Strategy has been prepared working closely with partner organisations, local communities and agencies. The process has been a long and complex one; a great deal of time spent exploring the issues, consulting with a wide range of organisations, commissioning specialist studies and considering a large amount of evidence.

The adoption of the Core Strategy puts in place a major part of the District's Local Development Framework. It sets out the key planning policies which will determine the future development of Eden over the next fifteen years. It has a number of key themes, all underlined by the key principle of 'sustainability' which will lead to a better quality of life and help the District meet the environmental challenges of the future.

Further documents will be prepared in due course which give more detail to the key policies, documents such as the Housing Development Plan Document (DPD) and the Development Management Policies DPD.



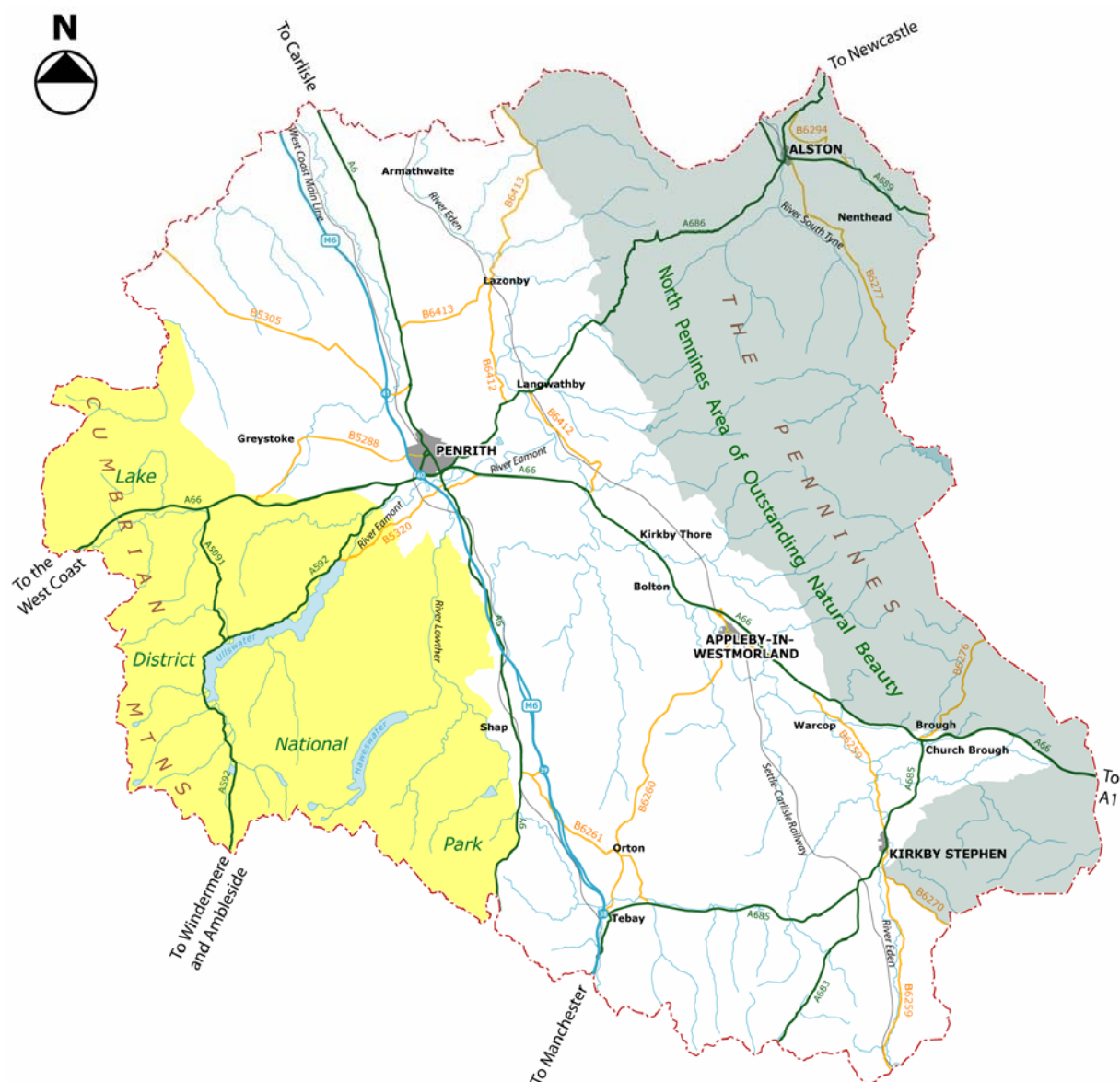
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The map below shows Eden District and identifies the area covered by this Core Strategy.



Eden District Council is responsible for the preparation of the Local Development Framework (LDF) for the whole of the area for which it is the planning authority. In this case that means the whole of Eden District apart from that area which is within the Lake District National Park (as shown on Map 1 – the Lake District National Park is highlighted in yellow). A separate LDF will be produced for the National Park by the Park Authority.



# 1. Introduction

## Spatial Planning

1.1 The Local Development Framework (LDF) deals with spatial planning. Land use planning has an approach to development that focuses on the regulation and control of land. Spatial planning has a much wider, more inclusive approach. It still considers the physical aspects of location and land use but it also looks at the movement of people and access to opportunities. It has a wider ranging approach that aims to ensure the best use of land by assessing competing demands. To this end social, economic and environmental factors are taken into account in arriving at a decision that is more conducive to sustainable development. The factors can include health, education, employment, crime prevention, leisure, biodiversity, recycling, and energy for example. By looking at such a wide range of factors, spatial planning becomes key in delivering and achieving sustainable development.

1.2 Spatial planning starts with the unique features and characteristics of an area. By looking at the needs and issues faced by Eden District it will be possible to identify what influences change in the area and from there develop a spatial vision and objectives.

## The Core Strategy

1.3 The LDF will comprise a number of documents produced over a period of time. The Core Strategy will form the heart of the new Local Development Framework and will be the first. It will set out the Council's overall approach to development and the key policies that it (and others) will use when considering individual planning proposals. It will cover the period to 2025, but will be reviewed on a regular basis. It will include;

- a long-term vision and objectives for the area
- the District's spatial strategy
- strategic criteria-based policies against which decisions about the use of land can be made
- general principles for determining planning applications
- a set of indicators and targets to provide a basis for monitoring the plan's implementation

1.4 Specific land allocations for particular types of development will be included in later documents entitled Housing DPD and Primary Development Control Policies DPD. They will also be shown on the Proposals Map. The sites chosen will need to adhere to the general policies laid out in the Core Strategy.

1.5 The Core Strategy must be kept up-to-date and, once adopted, all other Development Plan Documents (DPDs) must be in conformity with it.

1.6 These Development Plan Documents will collectively form part of the statutory development plan on which decisions on planning applications must be based. Once adopted these DPDs will replace policies in the existing Local Plan. In the meantime,

policies in the Local Plan are saved and remain the basis for determining planning applications.

1.7 It is a key document for anyone who has an interest in the development and use of land in Eden or for those who are simply interested in how the District may change in the future. Whether you are a resident, employer, employee, service provider, developer or land owner, this document will provide a context for those areas that are likely to experience change over the next 15 years.

1.8 The policies set out in the Core Strategy do not, for the most part, include cross references to other policies. This is because **all the policies are inter-related to one another and the document should be read as a whole, including the vision, spatial objectives and spatial strategy.**

## **The Context for the Core Strategy**

1.9 Eden's Local Development Framework is not being prepared in isolation. It is being developed in the context provided by other strategies, plans and policies at the national, regional and local level. These have an important influence over the form and content of this Core Strategy.

1.10 At the national level policy is set out in the Government's Planning Policy Guidance Notes, Planning Policy Statements and Circulars.

1.11 At the regional level, planning guidance is set out in the Regional Spatial Strategy (RSS) which provides strategic guidance on the general approach to the scale and location of development. The Regional Planning Guidance for the North West published in March 2003 automatically became RSS with the implementation of the Planning and Compulsory Purchase Act 2004. New RSS was published in September 2008 and looks ahead to 2021.

1.12 Variations from national or regional planning policy must be justified by circumstances prevailing in a District. Where such variations occur in this Core Strategy, the reasons why are given in the explanation to the policy.

1.13 At a more local level, the Cumbria and Lake District Joint Structure Plan (2006) contains policies which will remain a material planning consideration until superseded by the RSS. The Eden Local Plan (1996) also contains policies which will remain in force until this Core Strategy and other DPDs replace these retained policies.

## **Other Plans and Strategies**

1.14 The Core Strategy's vision, objectives and policies will seek to address the spatial implications of a wide range of environmental, social and economic concerns, so that it provides an overall framework for managing the pattern of change in Eden. This 'spatial planning' approach demands that a wide range of other plans and programmes are considered during its production. The most significant influences include:



**1.15 The Eden Sustainable Community Strategy** – produced by the Eden Local Strategic Partnership. This sets out an overall policy framework for maintaining and improving the quality of life in the district. The Core Strategy is one of the key ways in which the priorities and more detailed aims of the Community Strategy can be achieved. It gives a spatial dimension to a range of activities carried out by the Council and its partners in the wider community which are reflected in the Community Strategy. The Core Strategy has been prepared in close consultation with the Local Strategic Partnership. The priorities for the Community Strategy are set out below:

1. Strong communities
2. Improved health and well being
3. A strong economy
4. Thriving children and young people
5. Decent, affordable housing
6. Maintaining a high quality environment
7. A good transport system

**1.16** The Council has recently agreed a new **Corporate Plan** and associated corporate priorities. This plan outlines the strategic aims, objectives and priorities of the Council and details how the Council will work to achieve those aims to best meet the needs of the people of Eden. There are four corporate priorities;

1. Affordable housing - ensuring people have access to housing throughout the District.
2. A quality environment - ensuring the sustainability, enhancement and protection of the unique natural and built environment.
3. Economic vitality - ensuring the growth of the economy to benefit the whole of Eden District.
4. A Quality council - ensuring services delivered throughout the District are accessible, meet customers needs and are continuously seeking to improve

**1.17** Other influential plans include the Cumbria Local Transport Plan, Eden's Economic Development Plan, the Cumbria Housing Strategy, the Eden Strategic Flood Risk Assessment (SFRA), and the Cumbria Biodiversity Action Plan.

## **The Evidence Base**

**1.18** It is important that the Core Strategy is founded on a robust and credible evidence base. As set out above, national and regional policy, the Structure Plan and Local Plan and the Community Strategy all form part of the context for the document. There is a wide range of other information, strategies, studies and reports which make up the evidence base. These include the Urban Capacity Study, the Villages Services Survey, the Housing Needs Survey and emerging Housing Market Assessments, the Cultural Strategy, the Retail Capacity Study, The Penrith Masterplan, The Biodiversity Evidence Base and the Open Space Survey.

## **Community Involvement**

**1.19** The Core Strategy has been prepared with help and input of a wide variety of stakeholders and the larger general community. The framework for the process of

consultation is the Statement of Community Involvement (SCI) which was adopted in October 2006. The SCI sets out the Council's commitment and practices in relation to involving individuals and organisations in the Local Development Framework and in planning generally. The Core Strategy has been prepared in compliance with the SCI and the requirements as set out in Town and Country Planning (Local Development) (England) Regulations 2004. The input and feedback from organisations and individuals has been used to inform the development of the Core Strategy. Details of the community involvement undertaken are given in a separate document entitled 'Statement of Consultation' and 'Statement and Summary of Representations Received' which are available on the Council's website.

## **Sustainability Appraisal**

1.20 Sustainability Appraisal is a systematic process undertaken during the production of a plan. Its purpose is to assess the extent to which emerging policies and proposals will help to achieve relevant environmental, social and economic objectives. At each stage of its preparation the Core Strategy has been subject to this process and this final submitted version has been similarly assessed and the Sustainability Appraisal Report can be found on the Council's website. Rural proofing of policies is integral to the sustainability appraisal process.

1.21 In addition, the Council is aware that there are a number of sites within the District which are recognised as being important ecological sites (Natura 2000 sites) at a European level. Under amended Habitat Regulations which came into force in October 2006, there will therefore need to be an Appropriate Assessment of any likely significant effects of the Core Strategy on these sites. The Council has worked closely with Natural England to ensure that all necessary steps are taken to comply with these regulations. Natural England have confirmed that Appropriate Assessment is not required for the Core Strategy DPD.

1.22 The delivery framework outlined beneath each of the policies sets out their likely delivery mechanisms. Many of the policies in the Core Strategy will be implemented through other Development Plan Documents such as the Housing DPD and the Primary Development Control Policies DPD. The Community Strategy, prepared by the Local Strategic Partnership will also have a key role, as well as other strategies prepared by the Council and various partners. The key agencies and partners likely to have a role in the delivery of the policies are also identified along with anticipated timescales and details of whether any funding required is secured.

S – short term (approximately 0-5 years)

M - medium term (approximately 6-10 years)

L – long term (approximately 11-15 years)

1.23 Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies to assess performance and the need for change or revisions. A key feature of a LDF is its flexibility to respond quickly to changing circumstances – the plan, monitor and manage approach. A sound plan should include clear mechanisms to monitor the strategy's preparation and outcomes by reviewing its performance and effectiveness, and to manage its implementation by taking early action to overcome barriers to delivery, or review the strategy to meet changing circumstances.

1.24 An Annual Monitoring Report (AMR) will be prepared to indicate the extent to which the core policies are being achieved and to identify any changes required if a policy is not working, or if the targets, particularly in terms of housing completions, are not being met.

1.25 The Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to produce an AMR every year, providing an assessment of the implementation of the Local Development Scheme (LDS). Following the adoption of the Core Strategy the level and detail of monitoring will need to increase.

## **2. A Spatial Portrait of Eden**

### **Physical Characteristics**

2.1 Eden District has the largest geographical area of all Cumbrian authorities. At 215,646 ha and with a population of 51,700 (mid 2006 estimate) it is the second largest and most sparsely populated District within England. Approximately one-fifth of the District lies within the Lake District National Park and one quarter within the North Pennines Area of Outstanding Natural Beauty (AONB). It stretches from North Lakeland in the west, to the Pennines in the east, with Eden Valley running through the centre.

2.2 The District benefits from good road transport links running east / west along the A66 trunk road and north / south via the M6 and A6. Most of the county is within a travel time of one hour except for parts of the borders with Scotland, Northumberland, and Yorkshire and down to the west coast of Barrow.

2.3 The West Coast Mainline provides rail links to the north and south and the regional railways link from Carlisle to Leeds (via Settle / Carlisle) is of particular importance to settlements in the Eden Valley.

### **Population**

2.4 The population of 51,700 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 14,882 (mid 2006 estimate). Eden is the most sparsely populated district in England with only 0.24 people per hectare compared with a national average of 3.9 persons per hectare.

2.5 From 2003 to 2006, the population of Eden rose from 50,900 to 51,700 (800 people: a percentage change of 1.6%). Eden is expected to continue to grow by 10-12% over the next 25 years. The District's past and expected future growth has been greatly driven by immigration due to the attractive lifestyle and environment of the District and also the influx of migrant workers.

2.6 In line with national trends, the District has an ageing population. However in Eden this is more pronounced. The District has a slightly older age profile than that of England (27% over 60 as against 21%) and 30% aged under 30 against 37% in England. In Cumbria, Eden and South Lakeland have the oldest age profile and smallest number of young people.

2.7 The table below presents the age structure of Eden. The figures are taken from the 2006 mid-year population estimates.

<b>Age Group</b>	<b>Eden</b>		<b>Cumbria</b>		<b>England &amp; Wales</b>	
<b>0-4 years</b>	2,300	4.45%	24,300	4.9%	3,115,700	6.22%
<b>5-14 years</b>	5,900	11.41%	57,100	11.51%	6,411,800	12.79%
<b>15-29 years</b>	7,200	13.93%	79,000	15.92%	10,528,500	21.01%
<b>30-44 years</b>	10,500	20.31%	101,100	20.37%	11,868,500	23.68%
<b>45-59 years</b>	11,900	23.02%	107,900	21.74%	9,587,400	19.13%
<b>60-64 years</b>	3,600	6.96%	31,900	6.43%	2,377,400	4.74%
<b>65 and over</b>	10,300	19.92%	95,000	19.41%	6,233,100	12.44%
<b>Total Population</b>	51,700	100.00%	496,300	100.00%	50,122,400	100.00%

2.8 Household numbers are expected to grow far more rapidly than population. An increase of approximately 36% on the number of households in 2004 is expected by 2025, if past trends continue.

2.9 The age structure of the population has implications for the types of development and services to be delivered through the LDF. In order to create vibrant, mixed and balanced communities within Eden we need to provide opportunities for younger people to live and work in the District. It is particularly vital that job opportunities are enhanced in both the towns and in smaller rural communities. Given the large number of people in older age groups it will also be important that the LDF meets their housing and other needs.

2.10 Statistics show that people living in Eden tend to be healthier on the whole than elsewhere in the country. The life expectancy of both males and females living in Eden is also higher than the national average. In 2003, a health and lifestyle survey of the three Primary Care Trusts (PCTs) in the North of Cumbria revealed that respondents living in the Eden PCT area reported better health than those living in the other PCTs.

2.11 The qualification profile of Eden is higher than for the North West and Great Britain. When compared with the other District's in Cumbria, both Eden and South Lakeland have a relatively greater proportion of residents with degree-level qualifications. The percentage of adults that have low literacy skills in Eden is lower than in the North West and England, but the percentage of adults that have low numeracy and ICT skills is slightly higher than in the North West and England. These skills need to be significantly improved if local communities are to be empowered. To be educationally disadvantaged is often to be economically disadvantaged.

## Environmental Quality

2.12 Eden District has an exceptionally high quality of environment, both in terms of the natural environment and the built.

2.13 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.

2.14 Natural England is currently working towards designating extensions to the Lake District and Yorkshire Dales National Parks. This work follows agreement in 2005 by the former Countryside Agency on broad areas adjacent to the Lake District and Yorkshire Dales National Parks and the North Pennines Area of Outstanding Natural Beauty that meet the statutory criteria for designation. However, it will be some time before the designation process is complete and any such extensions identified as the process has been put on hold.

2.15 The protection of areas of wildlife and geological interest is also very important in the District, and there are ninety one Sites of Special Scientific Interest (SSSIs) designated and accorded protection due to the national significance of their flora, fauna or particular geological value. Seventy of these are wholly or partly within Eden LDF area and the other twenty one are within the boundaries of the national park. The District also has, at Orton Scar and Great Asby Scar, some of the most extensive areas of limestone pavement in Britain and these are accorded the extra protection of designation as Special Areas of Conservation due to their international value.

In addition the River Eden and its tributaries are a Special Area of Conservation (SAC). In total Eden has nine SAC's/SPA's. The district also has many sites of regional and local importance that have less formal designations such as 187 Local Wildlife Sites which are equally important and worthy of protection. Sustaining the attractive natural environment will remain one of the key objectives in planning for Eden's future.

2.16 Eden has a fine historic environment including many attractive villages and outstanding examples of both vernacular and fine architecture drawing upon local materials. Also there is evidence, both archaeological and within the built form of settlements, of the growth, development and change which has taken place in the past. This historic environment together with the natural environment gives the District its distinctive and attractive character that makes it an important asset to the local economy.

2.17 Eden has many fine seventeenth, eighteenth and nineteenth century buildings and currently has one thousand, six hundred and twelve entries in the Listed Building Register denoting those that are of particular architectural or historical interest. Twenty three Conservation Areas have been designated reflecting their special character and there are intentions to consider more in the future. In addition, several historic parks and gardens have been identified as of particular value while there are also many Scheduled Ancient Monuments and sites of recognised archaeological value.

2.18 Within the built environment of the District's settlements there are a number of undeveloped open spaces such as orchards, garths, paddocks and greens, which make an



essential contribution to their character. It is important that such areas of amenity importance are accorded a high measure of protection.

2.19 Changes in the rural economy have led to a number of buildings in the countryside becoming redundant. This often results in a desire to convert the buildings to residential use. Unless these buildings are in sustainable locations it is often difficult to justify their conversion given the Government's current guidance.

2.20 Eden is characterised by a very high quality built and natural environment with large areas covered by either national or local landscape or conservation designation. While there is a need for new and different types of development within the District, it has to take place in a way that protects and, where possible, enhances those landscapes and townscapes that are valued by the local community.

2.21 There are also environmental problems that have caused concern over recent years. It is recognised that some areas of the District are susceptible to flooding. The impacts of climate change are also considered to be of immediate concern, with the potential to impact upon future flooding events, storm damage, habitat loss and the effects of drier summers. There is a need to ensure that the type and location of new development delivered through the Local Development Framework does not contribute to or exacerbate those problems associated with either flood risk or climate change. Details of areas at risk from flooding can be found in the Council's Strategic Flood Risk Assessment and associated maps.

## **The Economy and Employment**

2.22 There are just over 27,000 people employed within the District. Distributive trades, hotels and restaurants account for more than a third of all those employed (34%). Tourism related jobs (including in hotels and restaurants) account for 21% of the workforce, and this was the sector which experienced the most significant growth between 2000 and 2005. The proportion of manufacturing jobs, just under 10%, is slightly lower than the national average. Jobs in the financial sector are fewer in Eden, representing only 10% of employee jobs in contrast to about 21% nationally. Self-employment accounts for almost 10% of the working population, higher than both the North West figure of 8% and the national figure of 9%.

2.23 There are 3,350 businesses registered for VAT in Eden. This represents 65 businesses per 1,000 population, as compared to an approximate figure of 33 nationally. The District has a higher proportion of small businesses employing less than 10 people than nationally with a correspondingly lower proportion of larger businesses. Business survival rates are higher than nationally but formation rates are lower.

2.24 The unemployment rate in Eden is the lowest in the county at 0.7% in 2006 whilst the national level is 2.9% (2006). There are pockets of higher unemployment in more remote rural areas, e.g. Alston Moor has an unemployment rate of 1.3%.

2.25 Employment land requirements are established through the Structure Plan and the emerging Regional Spatial Strategy. The alteration to the Cumbria and Lake District Joint Structure Plan establishes the need for 55 hectares of employment land between 2001 and

2016. The requirements cover strategic and local employment sites and also an allocation for land for a business / science park.

2.26 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. With the allocations above, opportunities to improve the economic base will be made available providing for a more skilled labour force and the attraction and retention of young economically active people. It is critically important that the Core Strategy and subsequent more detailed Development Plan Documents are fully utilised as a means of achieving these ends.

2.27 Also with changes to the farming system and the 2001 Foot and Mouth crisis there has been an increasing recognition of the need to diversify the rural economy.

## Housing

2.28 Housing, and particularly affordable housing, is a key issue within the District. Eden is an attractive place to live and has a significant proportion of retired householders and second homeowners. At the time of the 2001 Census there were 23,369 households in Eden of which 1,451 were second homes or holiday lets and 775 were vacant properties.

2.29 House prices in Eden are amongst the highest in Cumbria. At the end of 2008 the average house price was £218,575 compared with an average of approximately £148,382 in the North West. The average price of a flat / maisonette, which is the cheapest type of property, is currently approximately £124,781.

2.30 Average incomes in Eden are below the regional average and estimates are that house prices are more than eight times greater than incomes making the private housing market inaccessible to many local people. The proximity of Eden to the M6 also increases pressure on housing as the area is within commuting distance of urban employment areas.

2.31 Other problems include the lack of supply of 'moving up' properties (3–4 bedrooms). This has a knock on effect for first time buyers as properties are not re-entering the market. There are low levels of rented housing in both the social and private sectors reducing choice and undermining the balance of the housing market. Periodically, migrant workers requiring accommodation can exacerbate the undersupply of private sector rented properties and lead to increased numbers of HMOs.

2.32 The Council cannot allow unrestricted market housing in Eden District. Housing should not be allowed in open countryside and should generally be located in existing settlements where it is well related to services. A proportion of affordable housing must be provided to meet the needs of generally younger, local, working people. The Housing Needs Survey 2006 established an overall requirement for affordable family accommodation for both rent and low cost home ownership. Where this is unavailable newly forming households are forced to remain in overcrowded conditions or struggle to meet high private rents. This also hinders the availability of smaller units for young single people and older households seeking to downsize. In order to ensure a balanced functioning housing market it is vital to ensure a suitable mix of housing size and tenure.

2.33 The alteration to the Cumbria and Lake District Joint Structure Plan 2001-2016 (2006) provides for a reduced amount of house building in Eden to compensate for the high build rate since 1991. The amounts are an average of 170 dwellings each year (permissions) up to 2016. These figures reflect the intention of the Regional Spatial Strategy (RSS) to reduce the amount of people moving into Eden from outside the area. The provision for housing in Eden will need to conform with this guidance. However the Regional Spatial Strategy (RSS) published in September 2008 sets out a housing target of 239 dwellings per year between 2003 and 2021 and for a limited period after 2021, in the case of Eden, to 2025.

2.34 Achieving the appropriate scale and location of new housing will be one of the most critical issues to be addressed, particularly meeting identified local need for affordable housing and housing for first time buyers.

## **Transport, Services and Accessibility**

2.35 Given the geographic area that is covered by the District, a good transport system is fundamental to its efficient functioning. Eden is characterised by small scattered settlements and effective transport links are vital to the local economy, residents and visitors. However, the small size of many of the settlements means they are unable to support a viable public transport system. Bus services are fairly infrequent apart from in the main centres of Penrith, Appleby, Kirkby Stephen and Alston. This creates a reliance on access to at least one private car, and increasingly often two, in order to access jobs, shops and services. Car ownership rates are high with 84% of households owning a car compared with the national average of 73%. Those who do not own a car become increasingly isolated and disadvantaged and even people who own a car can find running costs difficult in a low wage economy.

2.36 Eden is 17<sup>th</sup> on the Indices of Multiple Deprivation (IMD) index for access to services and affordable housing. Cumbria County Council has produced an Accessibility Plan for the area with a main focus on improving access by foot, cycle and community transport. Main services such as secondary schools and health facilities are concentrated in the main centres and whilst there are some villages which provide for local needs, there are many without basic facilities such as a shop, school or post office. Many people have to travel to a larger village or main centre to access basic services. Some higher level or specialist facilities are only found in areas such as Carlisle. Increased personal mobility and large retail developments outside of the District have made it increasingly difficult for local shops and services based in Eden to compete. In addition the increase in housing development in the District's villages over recent years has failed to support village shops and services despite an increase in the rural population. This is evidenced by the closure of many services located in villages. We need to create roles for Eden's towns and villages that are appropriate in scale and offer a wide range of quality shops and services that are accessible to local residents.

### 3. The Core Strategy Vision

3.1 The Vision for Eden needs to support the vision which has been established by the Community Strategy. Within this context, and reflecting the priorities and concerns addressed through the consultation process to date the Vision for the LDF is;

**“To develop, maintain and improve a vibrant Eden economy and to provide affordable housing, supporting active and inclusive sustainable communities, building on natural assets, protecting and enhancing Eden’s unique environment and heritage”**

#### Eden in 2025

3.2 Up to and beyond 2025 Eden will have created a more diverse and sustainable population, particularly in terms of age. The provision of housing, jobs, facilities and transport will be based on evidenced need both to meet the needs of older people and to encourage younger people to stay here. Residents throughout the District will enjoy a prosperous and high quality of life based upon safeguarded and enhanced natural and built environment assets, a dynamic economy, healthy and safe surroundings and a distinctive culture and society.

3.3 Eden will have gained a greater understanding, appreciation and sustainable use of the exemplary natural resources the area has. The natural environment will continue to be highly valued and it will be protected and enhanced - maintaining and enhancing landscape quality, local biodiversity richness and distribution. Similarly the built environment will also continue to be highly valued, protected and enhanced – maintaining local distinctiveness and also the separate identity of individual settlements both small and large.

3.4 Measures will have been taken to reduce the impact of climate change and to adapt to those effects that are now unavoidable. There will have been no inappropriate development in the floodplain and a more sustainable approach to the drainage of greenfield sites will have been adopted. Progress will have been made in terms of energy conservation and efficiency, and the production of energy from renewable and sustainable sources will be encouraged and will continue to be developed sensitively. The amount of waste produced will have been reduced and there will have been an increase in the re-use, recovery and re-cycling of waste.

3.5 Good progress will have been made in delivering sustainable and inclusive communities throughout the District. This will have involved development of well designed, good quality, affordable housing, meeting people’s needs and aspirations within sustainable locations and attractive environments. Eden’s population will have easy access to a good range of services, facilities and affordable housing. The population will continue to have high employment rates and will have access to good job opportunities, in particular for those jobs which create a high quality, well paid, highly skilled labour force, which will also help towards making housing more affordable. There will have been a change in the District’s economy encompassing innovation and technological changes. The University of Cumbria’s campus at Newton Rigg will have developed to provide high quality training, education and research relevant to learners of all ages within and beyond Eden district. The

District will have attracted new investment to the area, supporting a strong and diverse local economy. Agriculture and forestry will continue to be important to the economic base of the area with rural diversification playing a significant role in supporting these industries. A vibrant and thriving tourist and service sector will still significantly contribute to the local economy, attracting day and staying visitors.

3.6 The health of the population will be continually improving by having good access to high quality health facilities, including more specialist services and promoting well-being through the provision of opportunities for sports, recreation and exercise.

3.7 Use will be made of car pooling, car clubs, post buses and community led bus services for the more isolated rural settlements to provide an improved public/community transport system.

3.8 Opportunities for walking and cycling will have been enhanced with the provision of improved pedestrian routes and the provision of safe off-road cycle ways.

3.9 There will have been further development of the Settle-Carlisle Rail Line in terms of access and services and the West Coast Mainline will remain an important route connecting the District to the rest of the country. The A69/TyneValley Rail Line will remain an important strategic Inter-Regional Transport Corridor and the A66, A686 and A689 as the principal road routes forming a key west-east corridor will have benefited from investment helping to facilitate a strong economy for the District, especially in terms of tourism.

3.10 There will be a new access road linking Gilwilly Industrial Estate/Eden Business Park either directly to the M6 Junction 41 or indirectly via the A6. This link will have relieved congestion on local roads, enabled efficient access onto the strategic road network and enabled the provision of and access to jobs and housing.

3.11 Transport services and infrastructure will be of a standard and quality that allow the whole community safe, effective access to work, services and facilities.

## 4. Spatial Objectives

4.1 The Core Strategy will seek to fulfil the vision by achieving the following fifteen objectives. These objectives also reflect in spatial terms, the Council's four corporate objectives of;

1. affordable housing,
2. a quality environment,
3. economic vitality and
4. a quality Council.

4.2 The objectives also set out to achieve in spatial terms, the objectives of the Community Strategy. The fifteen Core Strategy objectives are required to encompass the entire range of issues to be addressed by the spatial plan for Eden and are therefore not restricted to areas in which the District Council is primarily responsible for service provision.

### Objective 1

To meet the overall development requirement for the District consistent with the RSS by seeking a concentration of development within or adjacent to the Key Service Centres of Penrith, Appleby, Kirkby Stephen and Alston and the Local Service Centres, whilst giving recognition to the need for development in rural areas to support rural communities.

### Objective 2

To protect and enhance the outstanding natural environment and historic heritage of the District, especially the North Pennines AONB, achieving an acceptable balance between facilitating essential development and maintaining the amenity of settlements and the countryside.

### Objective 3

To protect and enhance the District's biodiversity and in particular its important species and habitats, making them more accessible to the public.

### Objective 4

To support the development and maintenance of a variety of decent, affordable housing which meets the needs of local people and supports economic and community development.



Objective 5

To improve the health and well being of our communities by reducing health inequalities, promoting healthy living and supporting locally accessible, high quality health care.

Objective 6

To protect and enhance community facilities and services and maximise accessibility to them.

Objective 7

To assist in the development and provision of an accessible and sustainable transport system including community transport such as Fellrunner and PlusBus, whilst reducing the need for travel and protecting the environment.

Objective 8

To encourage high quality, sustainable and safe design for places and spaces, in both the private and public realm, which respects the character and local distinctiveness of Eden.

Objective 9

To guide changes in the built environment in a way that takes proper account of climate change, reducing greenhouse gas emissions and promoting energy efficiency in design and construction of all new developments, reducing current flood risk and effectively managing residual risk.

Objective 10

To use natural resources in the most sustainable way including the re-use, recovery and recycling of waste and the re-use of previously developed land and buildings.

Objective 11

To encourage the harnessing of renewable energy sources wherever they have the prospects of being economically viable and environmentally and socially acceptable.

#### Objective 12

To support and develop an economically sustainable and prosperous area where investment is encouraged, skills are developed and retained and new and existing businesses are supported. The University of Cumbria's campus at Newton Rigg will have developed to provide high quality training, education and research relevant to learners of all ages within and beyond Eden District.

#### Objective 13

To develop the local economy and meet local employment needs by providing a sufficient number and variety of employment locations and opportunities, at the same time ensuring the specific qualities of the local environment are not damaged.

#### Objective 14

To promote the principles of sustainable tourism by seeking to maximise social and economic benefits in a manner which is acceptable to the local community and does not prejudice the environment.

#### Objective 15

To promote the heritage and unique landscape qualities of Eden locally, nationally and internationally.

## Spatial Strategy

4.3 In relation to the hierarchy of settlements in the District, Penrith will continue to dominate residential, employment and commercial provision. The town centre will be redeveloped to strengthen and compliment the existing provision and a range of housing will be provided to meet the needs of its residents and facilitate further economic growth. Gilwilly Industrial Estate / Eden Business Park will continue to develop and provide an enhanced provision of employment floorspace together with a new access road linking the Business Park with Junction 41 on the M6, relieving congestion on local roads and providing efficient access to additional jobs and housing. Alston, Appleby and Kirkby Stephen will continue in a similar way with Penrith, Alston, Kirkby Stephen and Appleby being the key centres for many of the District's functions to grow sustainably with modest residential growth to meet the needs of the community. The commercial centres of these towns will thrive and provide a range of shopping and other services. However, the population will also look to the larger villages for core services and facilities. There will be an improved range, quality and type of community facility available to residents. People will need to travel as little as possible to access these services and facilities, but where

journeys are necessary, they will be able to be made by sustainable means developed with support from a range of organisations.

4.4 In general, with the exception of Penrith, it is not anticipated that the relative size of most settlements will change significantly and it is vital to ensure the continued viability and vitality of rural communities. To this end the selection criteria for Local Service Centres have been drawn as widely as is possible within the context of over-arching national, regional and sub-regional policy. This permits modest amounts of market led development over a wide and equitable geographical spread. This approach further enables services to be protected and enhanced, and needs to be met locally.

4.5 A threefold classification of settlements within the district is adopted to reflect the role and function of settlements within the District of Eden. This approach accords with central government policy and the RSS whilst taking account of the particular needs of rural communities.

4.6 The determination of where and how much development is allocated in the LDF is essential in delivering sustainable development and sustainable communities. The locational strategy sets out the broad approach to the location of development within the District. The amount of land required for uses such as housing and employment, and the broad location of development in the District is determined by the Regional Spatial Strategy (RSS). Based on the requirements of the RSS, a decision has to be made on the extent to which development should be concentrated in the Key Service Centres and how much should be located in other parts of the District.

4.7 In a rural area like Eden, the main towns have a vital role to play in providing jobs, services and facilities for a wide area. The District's Key Service Centres (Penrith, Alston, Appleby and Kirkby Stephen) have traditionally acted as vital 'service hubs' with a wide rural hinterland. They provide the widest range of jobs, shops and services and have the most frequent public transport service, which provides a realistic alternative to the private car. These facilities, alongside the District's high quality environment make them attractive locations for employers.

4.8 The Local Service Centres have a role to play in accommodating new development but on a scale in keeping with their character and community need. These are defined as settlements with a range of services and public/community based transport facilities where sustainable development can take place. The services required for a settlement to be declared a Local Service Centre are:

A. To have a public/community transport link to a larger centre.

And to have 2 out of 3 of the following:

B. A shop or post office, a primary school, a village hall or pub.

4.9 The list of Local Service Centres can be found in Appendix 2. This will be subject to a review approximately once every two years and may change over time as other settlements are added/removed if services are provided by developers, public bodies or by the communities themselves, or are lost.

4.10 A significant number of people live outside the Key and Local Service Centres. Sustaining and revitalising these rural areas is necessary and as such small scale development to meet local needs will be permitted in these locations.

4.11 To ensure that the spatial vision and aspirations of the Community Strategy are achieved it is important to guide development to those locations that will assist in the delivery of the Council's, and its partner organisations priorities. This involves prioritising certain locations and development opportunities through identifying a mixture of previously developed land and green field sites. The approach taken in policy CS1 offers scope for innovation and flexibility in responding to local circumstances in all communities. A number of sites will be in close proximity to the River Eden and tributaries Special Area for Conservation (SAC) and will require sewerage infrastructure improvements. The early identification of locations and sites will enable infrastructure providers to harmonise their plans to match the development needs of the District.

4.12 It is important that the Council is able to fulfil its responsibilities as Local Planning Authority and is able to Plan, Monitor and Manage housing development in the District in accordance with the Government's Planning Policy Statement 3 – Housing. The intended proportions for the location of development are set out below in order to provide the necessary clarity for local communities, the development and construction industry, those public bodies and private companies charged with the provision of vital infrastructure and also public service providers such as health and education. These proportions should not be seen as annualised caps because the aim is to provide structured flexibility in spatial planning. The Government has recently made it clear that such proportions are not longer intended to be viewed as rigid ceilings.

4.13 The intended proportions are as follows and reflect the 'preferred option' from the earlier stage of the Core Strategy: Penrith 60%, Alston 4%, Appleby 9%, Kirkby Stephen 7%, Local Service Centres (See Appendix 2) 20%. In other rural areas limited 100% to affordable housing to meet locally identified need.

## 5. Maintaining Sustainable Communities

5.1 This Maintaining Sustainable Communities chapter sets out a number of strategic principles that will guide development, land use and the wider spatial planning of the District. They are over-arching policies and will apply regardless of the particular type of development being considered.

5.2 The LDF must contribute to the achievement of sustainable development (Planning & Compulsory Purchase Act 2004, S.39). The goal of sustainable development is to enable all people to satisfy their basic needs and to enjoy a better quality of life, without compromising the quality of life for future generations. The government has explained that this goal will be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment; and a just society that promotes social inclusion, sustainable communities and personal wellbeing. This will be done in ways that protect and enhance the physical and natural environment, and use resources and energy as efficiently as possible. (Planning for a Sustainable Future, Communities and Local Government 2007).

5.3 Some of the key requirements of sustainable communities are:

1. Good quality affordable housing.
2. Well connected - with transport services and communications linking people to jobs, schools, health and other services.
3. Active, inclusive and safe - fair, tolerant and cohesive with a strong local culture and other shared community activities.
4. Well served - with public, private, community and voluntary services that are appropriate to people's needs and accessible to all.
5. Fair for everyone - including those in other communities, now and in the future.
6. Well run - with effective and inclusive participation, representation and leadership.
7. Well designed and built - featuring a quality built and natural environment.
8. Environmentally sensitive - providing places for people to live that are considerate of the environment.
9. Thriving - with a flourishing and diverse local economy.

5.4 National and regional guidance advocates a sequential approach when identifying sites for development. This recognises the need to give priority to the development of previously developed land and buildings to avoid the unnecessary use of green field land. But it should be noted that greenfield land is the major component of housing land supply in Eden and will of necessity require to be released in parallel with brownfield land. Policies CS1, CS2 and CS3 set the framework to ensure that the particular development needs of the Key and Local Service Centres are met in order to sustain their role, at the same time giving appropriate priority to the use of well located, previously developed buildings and land and allowing for necessary sustainable development in rural areas. Given the largely rural nature of the District, the change in farming practices and effects of Foot and Mouth disease, Eden has a high number of redundant traditional farm buildings with development potential, which in the context of policy CS1 is reference to older type agricultural barns or byres, usually with stone walls and slate or stone roofs, such buildings having become generally obsolete for modern agricultural purposes, but often making a contribution to the quality of the landscape or townscape.

## CS1 Sustainable Development Principles

Development should:

1. Be located to minimise the need to travel and to encourage any journeys that remain necessary to be possible by a variety of sustainable transport modes.
2. Follow the sequential approach to land use; where practicable appropriate re-use, conversion or re-development of existing buildings including traditional farm buildings and previously developed land within settlements, followed by suitable infill sites and only then the use of undeveloped land which is well located in relation to services and infrastructure.
3. Contribute towards the creation of locally distinctive, aesthetically pleasing, sustainable, healthy, active, empowered, inclusive and vibrant communities.
4. Make appropriate provision of services, facilities and infrastructure to meet its own needs consistent with Policies **CS2, CS3 & CS5**.
5. Contribute to raising the hopes, aspirations and achievement of young people and adults.
6. Be constructed and operated using a minimum amount of non-renewable resources, minimising the generation of waste and prudent use of water.
7. Be designed to a high standard consistent with Policy **CS18**.
8. Maintain and enhance the District's environmental, cultural and heritage resources, improving their understanding, appreciation and sustainable use.
9. Contribute to reducing the causes of climate change and flood risk and respond by adaptation to those impacts that are unavoidable.
10. Contribute towards a strong, stable and more diverse economy.
11. Avoid adverse effects on European ecological sites (Natura 2000 sites).
12. Reflect and enhance landscape character having regard to the sensitivity of the Eden Valley, the North Pennines AONB, the Lake District National Park, and their settings.



## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L</p> <p><b>Plus Bus</b> – EDC funded £5,000.00 pa, Lottery funded &amp; Parish funded.</p> <p><b>Penrith Volunteer Transport</b> – EDC funded £555.00 pa</p> <p><b>Fellrunner</b> – EDC funded £555.00 pa</p> <p><b>Rural Wheels</b> – CCC funded £10,000.00</p> <p>£10,000 towards <b>UECP</b> (EDC funded)</p>	<ul style="list-style-type: none"> <li>• Allocation of sites in the Housing and Primary Development Control Policies DPD's</li> <li>• Development management</li> <li>• Production of Parish Plans</li> <li>• Support to community transport providers</li> <li>• Encourage public involvement via consultation</li> <li>• Working with the PCT to increase patterns of healthy living</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Local Strategic Partnership</li> <li>• Cumbria County Council</li> <li>• Parish Councils</li> <li>• Infrastructure providers</li> <li>• Natural England</li> <li>• Community Transport Providers (Fellrunner, Plus Bus)</li> <li>• House Builders/Developers</li> <li>• Cumbria PCT</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of dwellings approved on brownfield sites	At least 30%	36.14% in 2006/07
2. Number of Parish Councils producing Parish Plans	At least 2 per year	6 out of 64 (Parishes wholly/partially in Eden LDF boundary)
3. NI4 -% of people who feel they can influence decisions in their locality.	Increase from baseline	As in 2009/2010 NI return

## The General Location of Development

### CS2 Locational Strategy

New development will be focused as set out below:

**Key Service Centre – Penrith:** sustained development appropriate to that of a large town. Regenerating the town centre and encouraging redevelopment of important brownfield sites; provision of strategic employment land; provision of new housing; upgrading links to the strategic road network; improving the public transport system; the location for any large scale individual developments.

**Key Service Centres – Alston, Appleby and Kirkby Stephen:** moderate development appropriate to the scale of the town but including new housing, provision of employment, improvements to accessibility.

**Local Service Centres:** small scale development to sustain local services, support rural businesses and meet local needs, including housing, provision of employment and improvements to accessibility.

**Smaller Villages, Hamlets and Open Countryside:** development limited to meeting an identified need (see Policy CS3).

In all cases the scale and nature of the development should take into account the capacity of essential infrastructure and should respect the character of the town or village concerned.

### Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L Gilwilly link road (estimated cost £4m) £60,000 site investigation – EDC funded</p> <p><b>Sites &amp; Premises Database</b> - £5,600 EDC funded</p> <p>£20,000 <b>Landscape Assessments</b> for housing sites (EDC funded)(S)</p>	<ul style="list-style-type: none"> <li>Allocation of sites in Housing and Primary Development Control DPD</li> <li>Development management</li> <li>Review of rural settlements for qualification as a Local Service Centre approximately once every 2 years</li> <li>Implementing the actions identified in the Economic Development Plan</li> <li>Development of a link road from Jct 41 M6 to Gilwilly</li> <li>Maintaining an up to date housing needs survey</li> <li>Regular up-dating of the Strategic Housing Land Availability Assessment</li> <li>Production of development briefs</li> <li>Marketing of locations (in relation to Gilwilly extension)</li> <li>Developer contributions</li> <li>Farm Diversification SPD</li> <li>Regular up dating of local services survey</li> <li>Upper Eden Community Plan (UECP)</li> <li>Development of PPS3 compliant plan, monitor, manage approach in Housing DPD</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Cumbria County Council</li> <li>NWDA</li> <li>University of Cumbria</li> <li>Landowners</li> <li>Parish Councils</li> <li>RSL's</li> <li>Infrastructure Providers</li> <li>Utility Companies</li> <li>Cumbria Vision</li> <li>Cumbria Rural Enterprise Agency (CREA)</li> <li>House Builders/Developers</li> <li>ACT</li> <li>Action with Communities in Cumbria (ACT)</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of applications approved in Key & Local Service Centres	95% by 2011/2012	91% in 2008/2009

5.5 The rural areas make up a large amount of the land area of the District and are one of its greatest assets, not least because of the North Pennines which are nationally recognised as an Area of Outstanding Natural Beauty. (The Lake District National Park is an enormous asset to the District but is not covered by this document; it has its own LDF produced by the Lake District National Park Authority). It has to be remembered that these areas are living, working communities. A lot of these communities have their own issues to address. Deprivation is an issue in rural areas as well as urban areas. Issues include lack of affordable housing for local people, lack of access to public transport, loss of community facilities and changes in the nature of the rural economy. However, issues also vary from one community to another and the Council welcomes the initiative of parishes in undertaking local parish appraisals and preparing Parish Plans. Ultimately, the Council will seek to adopt Parish Plans as Supplementary Planning Documents. For this to occur, it is necessary for the Parish Plans to be in conformity with the Local Development Framework and for rigorous consultation to have been undertaken.

### CS3 Rural Settlements and the Rural Areas

Rural settlements and the rural areas will be sustained by:

1. Identifying opportunities for the provision of rural exceptions affordable housing where there is a local need proven by an up-to-date housing needs survey.
2. Supporting the retention of local community facilities (see Policy **CS22**) and encouraging the provision of necessary new facilities.
3. Supporting rural transport initiatives that improve accessibility.
4. Supporting a sustainable agricultural industry including the facilitation of appropriate rural economic diversification.
5. Ensuring new development respects and reinforces the character of the wider landscape and the special character and sense of place of villages and hamlets.
6. Protecting the open countryside from inappropriate development.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L</p> <p><b>Plus Bus</b> – EDC funded £5,000.00 pa, Lottery funded &amp; Parish funded</p> <p><b>Fellrunner</b> – EDC funded £555.00 pa</p> <p><b>Rural Wheels</b> – CCC funded £10,000.00</p>	<ul style="list-style-type: none"> <li>• Development management</li> <li>• Support to community transport providers</li> <li>• Farm Diversification SPD</li> <li>• AONB Management Plan</li> <li>• Use of Landscape Toolkit</li> <li>• Regular updating of local services survey</li> <li>• Supporting community groups in bids to Rural Development Programme</li> <li>• UECP</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Parish Councils</li> <li>• Community transport providers (Fell Runner, PlusBus)</li> <li>• North Pennines AONB</li> <li>• CREA</li> <li>• Local Strategic Partnership</li> <li>• Cumbria Rural Housing Trust</li> <li>• ACT</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of applications approved in line with policy	100%	Monitoring to begin 2010/2011
2. % of housing provided that is affordable	100%	Completed 2006/2007 – 15% Approved 2006/2007 – 40%
3. Annual negative variation from meeting ward level affordable housing needs as set out in 2006 survey	50% variation in 2011/2012 35% variation in 2014/2015	Affordable needs survey

## Development in Areas at Risk of Flooding

5.6 Parts of the District are subject to flood risk and climate change is expected to increase this risk. The Council has a duty to consider flood risk when formulating policies, allocating land and reaching decisions on development proposals. Development which is inappropriately located can put people, buildings and land at increased risk from flooding and can increase the potential for flooding to occur by affecting natural drainage and causing increased run off from impermeable surfaces. Enhancement and creation of habitats can mitigate the effects of climate change and help to reduce flood risk. These opportunities should be sought within new developments wherever possible. While development in areas at some risk of flooding may sometimes be unavoidable (some parts of Penrith and Appleby) the policy approach requires mitigation measures in such circumstances so that there is no increase in risk. However, it has to be remembered that such measures can influence hydrology elsewhere and there is a need for Natural England and the Environment Agency to be involved in such schemes. The use of Sustainable Drainage Systems (SuDS) to manage surface water flows can be an important tool in minimising flood risk. SuDS can also assist pollution control (through improved filtration) and habitat creation within new developments.

## CS4 Flood Risk

Development should:

1. Have regard to the flood zone typologies identified in PPS25 and not take place in areas at risk from flooding. Details of areas at risk from flooding can be found in the Council's Strategic Flood Risk Assessment and associated maps, and also on the website of the Environment Agency.
2. Proposals and allocations will be subject to the sequential and exceptions tests of PPS 25 to direct development to areas at the lowest probability of flooding, taking account of the vulnerability of the type of development proposed. Exceptionally, if sites need to be developed in areas at risk of flooding, then suitable flood protection measures that will reduce flood risk overall be implemented.
3. Not increase the risk of flooding elsewhere (e.g. through a net increase in surface water run-off, or a reduction in the capacity of flood water storage areas).
4. Make use of Sustainable Drainage Systems (SuDS) to manage surface water run-off, where technically feasible and where beneficial for the local environment and community.
5. Be informed by a flood risk assessment, unless the site lies within an area where there is little or no risk of flooding (i.e. the annual probability of flooding is less than 0.1%).

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"><li>• Allocation of sites in Housing and Primary Development Control Policies DPD</li><li>• Development management including application of sequential and exception tests of PPS25</li><li>• Keeping an updated Strategic Flood Risk Assessment</li><li>• Developer contributions</li></ul>	<ul style="list-style-type: none"><li>• Eden District Council,</li><li>• Environment Agency</li><li>• Developers</li></ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of applications approved in line with policy	100%	Monitoring to begin 2010/2011
2. Number of applications using SUDS	5% initially with percentage to increase incrementally each year where appropriate.	Monitoring to begin 2010/2011 to establish baseline

## Transport and Accessibility

5.7 The key national and regional travel objectives are to promote more sustainable transport choices by reducing reliance on the car and reducing the need to travel. Although the potential for using public transport and non recreational walking and cycling is more limited in a rural area such as Eden, the same overall policy is required. Also, in recognition of the increasingly sedentary lifestyle of the nation, the health impacts of travel, and the health benefits from walking and cycling, national policy initiatives seek to improve the health of the nation through encouraging people to use sustainable methods of travel, particularly walking and cycling.

5.8 Eden District Council has a limited direct role in transport provision but it has an important role in ensuring that development takes place in locations that are accessible by a range of modes of transport, thereby promoting more sustainable travel. Accessibility is very important in a rural area where services and facilities are often far from where people live. It has to be recognised that for large parts of the District the private car will remain the primary mode of transport until public /community transport becomes a practical or economically viable alternative. However, the Council will aim to improve accessibility through improvements to the transport network, encouraging other modes of transport, influencing the location of development and working with partners to find innovative solutions to the needs of remote rural communities. Park and Ride facilities for Penrith may also come under consideration.

5.9 Within Eden, the Cumbria Local Transport Plan (LTP) and the Regional Transport Strategy are key documents in developing transportation policy. The Cumbria Local Transport Plan (LTP) provides a vision and strategy for integrated transport in the County and to give more detail to the LTP, Area Transport Plans (ATPs) are developed and maintained for each District. The ATPs identify improvements needed to meet strategic and local needs, they will be updated to incorporate transport improvements identified as necessary to enable development and developments will be required to contribute to delivering those improvements.



## **CS5 Transport and Accessibility**

The Council will work with partner organisations to ensure that development accords with the following principles:

1. Focus the majority of new development in the Key Service Centres of Penrith, Appleby, Alston and Kirkby Stephen and the Local Service Centres which are accessible by a variety of modes of transport, in particular public / community transport.
2. Promote development that will reduce reliance on the private car to access shops, services and employment opportunities.
3. Promote improvements in accessibility for all people regardless of disability, age, gender or ethnicity.
4. Support the maintenance and enhancement of the public transport network including access to and use of rail services (including freight transport).
5. Support justified proposals for improvements on the national and regional road networks where this would resolve safety problems or facilitate environmental enhancement and planned development, including the provision of a new road linking the Gilwilly Industrial Estate/Eden Business park to Junction 41 of the M6.
6. Provide adequate levels of car parking to service the key centres of Penrith, Appleby, Alston and Kirkby Stephen.
7. Promote the use of walking and cycling by making those modes more integrated, accessible, safer and more attractive to use.
8. Promote a healthy lifestyle through travel choice.
9. Reduce the environmental impact of travel, to conserve energy and reduce air pollution by limiting the growth in traffic.
10. Provide transport proposals that protect or enhance the built and natural environment.
11. Promote community based alternatives to traditional public transport such as car pools, car sharing and community mini bus services such as Fellrunner and PlusBus.
12. Promote the use of travel plans for larger developments.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L</p> <p><b>Plus Bus</b> – EDC funded £5,000.00 pa, Lottery funded &amp; Parish funded.</p> <p><b>Penrith Volunteer Transport</b> – EDC funded £555.00 pa</p> <p><b>Fellrunner</b> – EDC funded £555.00 pa</p> <p><b>Rural Wheels</b> – CCC funded £10,000.00</p> <p><b>Settle/Carlisle Development Company</b> - £1,200 EDC funded</p>	<ul style="list-style-type: none"> <li>Allocation of sites in Housing and Primary Development Control Policies DPD</li> <li>Development management</li> <li>Requiring travel plans for significant developments</li> <li>Making representations on and contributing to the Local Transport Plan and Area Transport Plans</li> <li>Support to community transport providers</li> <li>Developer contributions</li> <li>Improvements to the route &amp; stations along the Settle/Carlisle Railway Line (CCC &amp; Network Rail funded)</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Cumbria County Council</li> <li>Community transport providers (PlusBus, Fellrunner, Penrith Volunteer Transport, Rural Wheels, Liftshare)</li> <li>Highways Agency</li> <li>Network Rail</li> <li>House Builders/ Developers</li> <li>Local Strategic Partnership</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of new housing within 30 minutes by public transport from a GP, hospital, primary & secondary school, a retail centre and areas of employment.	2011/2012 Hospital – 65% GP – 80% Primary School – 92% Secondary School – 80% Retail Centre – 90% Employment – 85%	2008/09 Hospital – 44% GP – 70% Primary School – 87% Secondary School – 69% Retail Centre – 60% Employment – 66%
2. % of major developments submitting travel plans	100%	Monitoring to begin 2010/2011
3. % of journeys to work using public transport, cycling & walking	Increase from base line	Monitoring to begin 2010/2011
4. % of non-residential car parking that meets relevant car parking standards	100%	

## Developer Contributions

5.10 In reaching decisions to allocate land or determine planning applications the Council has to take account of all material considerations, including the provision of infrastructure necessary to support the development.

5.11 Planning obligations will be sought when they are necessary to make a development acceptable that would otherwise be unacceptable in planning terms. They will be set out in a legal agreement under S106 of the Planning Act. They can be in the form of compensation or mitigation for the effects of the development on the site or surrounding area, or they can be agreements where the developer agrees to carry out development in a certain way.

## CS6 Developer Contributions

Planning obligations will be sought where:

- Implementation of a development would create a need to provide additional or improved infrastructure, amenities or facilities.

Contributions may be sought for the following:

1. Affordable housing
2. Education
3. Health facilities
4. Transport infrastructure
5. Open space and leisure
6. Community and cultural facilities including fully equipped childrens' play areas.
7. Environmental improvements
8. Drainage and flood prevention
9. Water and sewerage infrastructure

The above list is not necessarily exhaustive. In some cases the obligation will take the form of a financial contribution. In all cases they will be directly, fairly and reasonably related in scale and kind to the proposed development.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"><li>• Negotiations with house builders / developers</li><li>• Development management</li><li>• Use of Section 106 agreements</li><li>• Devising of a formula for the calculation of developer contributions to be set in partnership with other Cumbrian Authorities and with reference to the Community Infrastructure Levy (CIL)</li></ul>	<ul style="list-style-type: none"><li>• Eden District Council</li><li>• Cumbria County Council</li><li>• Other Cumbrian district authorities</li><li>• House Builders/ Developers</li></ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Total value of developer contributions	N/A	Monitoring to begin 2010/2011
2. Number & type of developer contributions	N/A	Monitoring to begin in 2010/2011

## 6. Living Communities

6.1 Since the Eden Local Plan was produced in 1996 there have been a number of changes to national planning guidance and to the local and regional housing markets. The population of the District has risen by over 3% between 2001 and 2006 and with the rise in house prices it is essential that the release of land for housing is carefully addressed through a 'plan, monitor, manage' approach that considers how a variety of homes can be provided to meet the needs of the community. A key issue for the Local Development Framework is the necessity to increase the delivery of affordable housing within Eden District. Research on house prices relative to incomes across the District has shown that access to affordable housing is increasingly difficult for local people. This problem is exacerbated by second home owners, people retiring to the District and also in migration of people looking for work.

6.2 Housing is an important part of delivering sustainable communities but it should not be considered in isolation from other elements which are needed for a healthy community. It is important that, with the delivery of housing, communities have access to good quality shops, play areas, health and care facilities, schools, community and leisure facilities etc. and are part of an attractive and safe environment. It should be borne in mind that where affordable housing is provided, either as social rented housing, shared equity (or similar) housing or discounted 'intermediate housing' local occupancy will be required and will always be controlled by planning condition and/or obligation.

6.3 In addition to the provision of affordable housing, the Council believes the use of local occupancy conditions can also make a real difference in enabling local people access to properties in order to remain in their communities. It is the Council's aim to utilise these conditions where viable outside of Key Service Centres where access to housing is more acute, and where this can be justified by clear evidence to suggest it is required. This evidence will be in the form of local affordability relating to incomes and property prices and the high incidence of second home owners, holiday lets, and retirees. However, as the provision of affordable housing remains the Council's top corporate priority, it reserves the right to prioritise the delivery of affordable housing where beneficial to do so.

6.4 It is also important that the LDF links the strategies for housing and employment development. The Employment Land Study has identified that 38% of Eden's Local Plan Employment Allocations, without planning permission, exist outside of the Key Service Centres. Local occupancy is one mechanism which the Council can use to ensure links between housing and places of work, which would be appropriately applied where viable. This would give persons with local ties the potential of sustaining their village and meeting their personal needs. Creating well related housing and employment development will improve accessibility to jobs and reduce the need to travel by car. The supply of housing can also impact upon the nature of the workforce in Eden, as housing affordability is considered to be a factor contributing to the loss of younger people from the area.

## CS7 Principles for Housing

The Council will work with partner organisations to ensure development accords with the following principles:

1. Give priority to meeting local need for affordable housing.
2. Provide for a full range and choice of housing types to meet the needs of the whole community.
3. Focus new build housing in Key and Local Service Centres whilst allowing for meeting essential needs in smaller settlements.
4. The needs of local people requiring housing outside of Key Service Centres may be addressed by the imposition of local occupancy clauses where all of the following criteria are met:
  - Where there is clear evidence of need
  - It is economically viable
  - Occupants satisfy the local connection criteria
5. Provide for, and manage, the supply of housing to meet strategic requirements as set out in the RSS giving priority to the re-use of sustainably located previously developed land and buildings, including traditional farm buildings.
6. Development will be required to provide necessary services and infrastructure.
7. Secure the provision of housing development to appropriate standards of accessibility, security and energy efficiency including Building Regulations, and encouraging the use of the Code for Sustainable Homes and the Lifetime Homes Standards where possible.
8. Ensure an appropriate distribution of new housing across the District whilst taking account of Eden's outstanding built and natural environmental assets.
9. Promote good design, consistent with **Policy CS18**, using sustainable local materials that will respect and enhance the natural and built environmental assets.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L</p> <p>£20,000 <b>Landscape Assessments</b> for housing sites (EDC funded)(S)</p> <p><b>Disabled Facilities</b> - £350,000 EDC/CLG funded</p> <p><b>Needs Assessments</b> for older people - £5,000 , North West Innovation &amp; Learning Fund</p> <p><b>Homeless Prevention</b> - £51,000 CLG funded</p>	<ul style="list-style-type: none"> <li>• Allocations of sites in the Housing DPD</li> <li>• Development of detailed policies in the Housing DPD including a section on local occupancy and a PPS3 compliant Plan, Monitor, Manage approach to housing development</li> <li>• Development management</li> <li>• Regular up-dating of the Strategic Housing Land Availability Assessment</li> <li>• Maintaining an up to date housing needs survey</li> <li>• Working with partner organisations listed to progress development</li> <li>• Development of databases to monitor second homes, holiday lets, house prices and in-migration which will help to inform evidence of need.</li> <li>• Use of a planning condition and/or obligations to secure occupancy.</li> <li>• Use of the following definition of local connection;</li> </ul> <p>1) A person or household who currently lives in the relevant locality and has done so for a continuous period of at least three years; and/or</p> <p>2) A person or household who works in the relevant locality and has done so for a continuous period of at least three years; and/or</p> <p>3) Who has moved away but has strong established and continuous links with the relevant locality by reason of birth or long term immediate family connections; and/or</p> <p>4) Who has an essential need through age or disability to live close to those who have lived in the relevant locality for at least three years.</p> <p>5) For market led housing a local connection to the area will also apply to a person or household who has secured work in the relevant locality.</p> <p>The definition of 'locality' refers to the Parish and surrounding parishes in the first instance, and if after a reasonable period of active marketing a purchaser cannot be found the definition would cascade out to include the county. Following a further reasonable period of marketing still no purchaser has been found the property may be sold on the open market.</p>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Utility providers</li> <li>• Infrastructure providers</li> <li>• House builders</li> <li>• RSL's</li> <li>• Local Strategic Partnership</li> <li>• Cumbria Rural Housing Trust</li> <li>• Parish/ Town Councils</li> <li>• Community Land Trusts</li> <li>• Community Plan Groups</li> <li>• Local estate agents</li> </ul>

## Monitoring

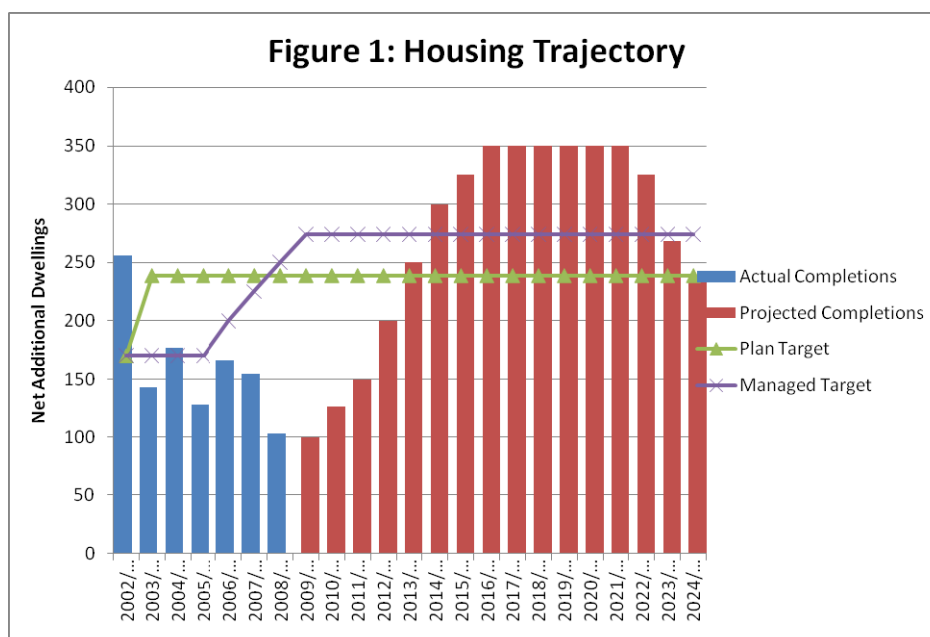
Indicator	Targets	Baseline Data
1. Distribution of housing permissions & completions	As in policy CS1	Perm(over 5 yrs): Penrith – 50%, Appleby – 2.9%, Alston – 3.3%, Kirkby Stephen – 14%, LSC's – 19.8%, other areas – 10% Comp (over 5 yrs): Penrith – 16.5 %, Alston – 1.8%, Appleby – 10.7%, Kirkby Stephen – 2.8%, LSC's – 23.8%, other areas – 44.6%
2. Overall number of dwellings permitted & completed annually	127 completions in 2010/2011 150 completions in 2012/2013 200 completions in 2014/2015	105 in 2007/2008
3. Number of affordable units completed	09/10 – 33 units 10/11 – 42 units 11/12 – 50 units	59 completions in 2006/2007

## Meeting Housing Requirements

6.5 The Cumbria and Lake District Joint Structure Plan 2006 – 2016 indicates that provision should be made for 1,700 dwellings over the plan period 2002 – 2016. This amounts to an annual average rate of house building in the District of 170 homes. However the Regional Spatial Strategy (RSS) has established a rate of 239 dwellings per annum, which equates to a total supply of 5,258 homes from 2003 – 2025.

6.6 The Core Strategy has to ensure that enough housing land is made available and that the release of that land is managed in a way that ensures targets are met but not significantly exceeded. The management of supply will only be achieved by careful monitoring of land supply and housing completions. This will allow the planned District housing requirements to be compared with the known land supply and therefore enable judgements to be made on the need for the allocation of sites and their phasing.

6.7 Figure 1 below shows the housing trajectory for the District to 2025.



6.8 The Plan target uses the figures in the RSS, giving Eden a target of 239 dwellings per annum between 2003 and 2025. With regards to the managed target, up to and including 2005/06, the Council has been working to targets designed to bring completions down to the Structure Plan requirement of 170 dwellings per annum. These targets were relaxed somewhat during 2006/07 in anticipation that a greater number of dwellings would be allowed under the new RSS. The managed targets from 2007/08 onwards are designed to reflect the RSS targets, and take into account the fact that completions and projected completions between 2003 and 2008-09 are significantly below 239 per annum. The higher managed target of 274 is the average number of houses which would need to be built between 2009/10 and 2024/2025 inclusive, in order to make up the shortfall over the length of the plan. From 2024/25 the Council would be back on track for the 239 target.

6.9 The projected completions columns show how completions might vary over the plan period. It is expected that completions in 2009/10 will not be significantly higher than in recent years, but that from 2010/11 completions will start to rise again modestly as economic conditions improve slowly and begin accelerating from 2012-13 onwards following the publication of the Housing DPD in early 2011 which will bring to the market the housing allocations and allow a period of time for site acquisition, planning and build.

## Location of New Housing

6.10 In locating new housing, the emphasis will be on meeting the sustainable development objectives as set out in Policy **CS1**. Effectively that means reducing the need to travel whilst sustaining local communities and the environment. In line with Policy **CS2** most new housing should go into the Key Service Centres. Other housing should be guided towards villages which have adequate services – the Local Service Centres. Affordable housing in rural areas will only be allowed where it meets identified need based on evidence such as the Strategic Housing market Assessment (SHMAA). Phasing and housing mix is being examined as part of the Housing DPD due for consultation in summer 2010.

6.11 As the key focus for development and because of the lack of suitable available brownfield sites broad locations for strategic green field developments have been identified on the northern and eastern outskirts of Penrith. Sites within these areas will be allocated in the Housing DPD. The development of such larger sites will allow the provision of a better range of new infrastructure and services.

## Making Efficient Use of Land

6.12 There is a requirement to maximise the use of previously developed land and the re-use and conversion of existing buildings. The RSS has set a target for Eden of 50%. whilst the Structure Plan places a requirement on Eden to recycle 30%. Given the rural nature of the District the Council believes it is going to prove very difficult to reach the 50% target, even with farm buildings being classed as previously developed. The Eden Strategic Housing Land Availability Assessment will help to inform likely progress in meeting this target. This means there will be a general presumption to develop previously developed sites before green field sites. However, other factors will be taken into account as not all previously developed sites are necessarily suitable for housing development or constitute



the most sustainable option. Where development is proposed on brownfield land, all developers will need to satisfy EDC that the development will not result in any unacceptable risks to either human health or the environment. Many brownfield sites may also have biodiversity value that any development scheme should look to conserve.

6.13 The Council will also seek to ensure that the best use is made of land in the District by seeking minimum housing densities of 30 dwellings per hectare. Higher densities will be sought in locations close to town centres and accessible by a range of means of transport and which have good access to a range of services, facilities and employment opportunities. There may be instances where applying the minimum density requirement is not appropriate due to the character of the site and its surroundings; this is a material consideration but would need to be justified through a design statement submitted with a planning application. Density of housing will complement the specific housing type shortage and will also reflect its location.

### **CS8 Making Efficient Use of Land**

Housing schemes should:

1. Have a minimum density of 30 dwellings per hectare. Higher densities will be expected in locations close to town centres which are accessible by a range of means of transport. Lower densities may be considered where there is a need to preserve the character of the area.
2. Provide at least 30% of new dwellings district wide on brownfield land and buildings including the conversion of traditional agricultural/farm buildings.

### **Implementation**

<b>Timescale/Funding</b>	<b>Implementation Mechanism</b>	<b>Lead Agencies / Partners</b>
S/M/L	<ul style="list-style-type: none"> <li>• Allocations of sites in the Housing DPD</li> <li>• Development of detailed policies in the Housing DPD</li> <li>• Development briefs</li> <li>• Development management</li> <li>• Regular up-dating of the Strategic Housing Land Availability Assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• House Builders / Developers</li> </ul>

### **Monitoring**

<b>Indicator</b>	<b>Targets</b>	<b>Baseline Data</b>
1. % of dwellings on brownfield land	Minimum 30%	36.14% in 2006/07
2. % of dwellings achieving minimum density	100%	53.6% in 2006/2007

## Housing on Rural Exception Sites

6.14 It is essential that housing is delivered in rural settlements which can contribute to the creation and maintenance of sustainable rural communities. The locational strategy outlined in policy CS2 seeks to locate the District's development in Key and Local Service Centres with development outside of these areas to meet an identified local need. It is therefore considered acceptable to encourage the provision of small scale affordable housing schemes in the rural settlements to meet an identified local housing need. For the avoidance of doubt, the definition of affordable housing will be based upon that provided within Planning Policy Statement 3.

### CS9 Housing on Rural Exception Sites

Small scale housing development will be permitted in rural settlements (outside of Key and Local Service Centres) if it meets the following criteria:

- Provides 100% affordable housing to meet an identified local housing need.
- The development meets the sequential approach to land use set out in policy CS1 to the satisfaction of the Council. Evidence might be required to confirm that there are no suitable, available or achievable sequentially preferable sites prior to greenfield sites being released for development.
- The design of the proposed development would respect the character and quality of the natural and historic environment
- All normal site planning requirements are met.

### Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"><li>• Development of detailed policies in the Housing DPD</li><li>• Development management</li><li>• Parish Plans</li><li>• Maintaining an up to date housing needs survey</li><li>• Regular up-dating of the Strategic Housing Land Availability Assessment</li><li>• UECP</li></ul>	<ul style="list-style-type: none"><li>• Eden District Council</li><li>• RSL's</li><li>• House builders</li><li>• Landowners</li><li>• Parish Councils</li></ul>

### Monitoring

Indicator	Targets	Baseline Data
1. % of development approved in line with this policy	100%	Monitoring to begin 2010/2011

## Affordable Housing

6.15 House prices in Eden are amongst the highest in Cumbria and local people, especially younger people, often find themselves priced out of the market. In the rural areas of Eden, the need is made worse by the high demand for second homes, retirement homes and holiday lets.

6.16 Planning policies have an important role in helping to deliver low cost homes through quotas of affordable dwellings being negotiated on market housing sites. Where a relevant local need has been identified, the Council, through legal agreements with developers, seeks to secure a proportion of affordable homes for local people and to keep these affordable indefinitely.

6.17 Both the Cumbria and Lake District Structure Plan and Planning Policy Statement 3 (PPS3) contain thresholds for the provision of affordable housing as a proportion of all new housing developments. The Structure Plan figure is 10 or more dwellings or a site area of over 0.4 hectares. PPS3 provides a national indicative minimum site threshold size of 15 dwellings. However, Local Authorities are able to set lower minimum thresholds where viable and practical.

6.18 Past and predicted future patterns of house building suggest that the number of sites likely to come forward for housing in Eden above the national and regional thresholds is limited. The high level of housing need and limited overall supply of larger sites justifies lowering the threshold for securing affordable provision, without inhibiting development or prejudicing the overall supply of new housing.

6.19 Because of these circumstances, it is the Council's view that it is appropriate and necessary for smaller housing schemes to make a reasonable contribution towards the provision of affordable housing. Therefore, small developments (that is, below the threshold of 4 units) will not be expected to provide an affordable housing component, but a financial contribution in lieu will be sought where appropriate, in line with policy CS6. The Council would not expect to seek contributions where development is covered by a local occupancy restriction, is on a rural exception site, or is otherwise providing affordable accommodation to meet local need.

6.20 The Council along with the other Cumbrian authorities commissioned a Housing Needs Survey in 2006, which highlighted the nature and extent of need for affordable housing in the District.

6.21 Further evidence generation in the form of the Strategic Housing Market Assessment, based on data from the 2006 HNS, indicates a need for 227 affordable dwellings per annum. Development industry assessments are lower, suggesting need is as low as 50 units per annum. The Council believes that this figure can and should be exceeded, but a target of at least 50 per annum is a viable basis for a private development contribution under the current economic circumstances.

6.22 It is important to deliver the maximum number of affordable dwellings from the new housing development that will take place over the period of the plan. The Council has recently completed a district wide Economic Viability Assessment to assess a reasonable affordable housing contribution which could be sought from the development industry whilst

ensuring that sites remain viable and are brought forward for development to meet the District's housing targets. The evidence suggests that in the current economic circumstances a 30% affordable requirement would be viable in the majority of cases.

However, the findings of the EVA suggest that additional Section 106 (S106) requirements will also impact on site viability alongside the affordable housing requirement, and negotiations over viability should take this into account together with any abnormal site development costs, with either element capable of being varied, or S106 requirements reduced or varied if this is shown to be necessary or appropriate.

6.23 The possibility of off-site provision of affordable homes may be accepted, where market factors and identified need mean that this is the most appropriate means of providing affordable housing. In summary, this may allow a proportionate amount of market led and affordable houses to be built to satisfy local need. The detailed policy for such means of provision will be set out in the Housing Development Plan Document.

### **CS10 Affordable Housing**

1. The target for the supply of affordable housing is at least 92 dwellings per annum. This will be achieved by:
  - a) Provision of at least 50 affordable dwellings per annum as part of private sector developments providing residential accommodation, above a threshold of 4 units, which may be revised according to changing market conditions, when the Housing DPD or Core Strategy is reviewed or altered.
  - b) Seeking an average of 30 dwellings per annum to be provided by Registered Social Landlords or other housing providers supported by public funding.
  - c) Encouraging additional provision on exception sites in accordance with CS9.
2. The range of circumstances in which affordable housing will be required to be provided in private sector developments is as follows:
  - a) The Council aspires to a target of 30% affordable share of each development above the minimum size threshold of 4 units, but recognises that this may be difficult in a recession. It also notes that the overarching target of at least 50 units per annum might partly be met through contributions lower than 30%. The Council may accordingly require a site based viability assessment to justify variance from that proportion.
  - b) Small developments, that is, below the threshold (1 – 3 units), will not be required to incorporate affordable housing on site, but the Council may seek an appropriate level of financial contribution as governed by Policy CS6 and such subordinate Development Plan Documents or Supplementary Planning Documents as may be adopted.

Size, type and tenure of affordable housing will be negotiated on a site by site basis based upon the most up to date evidence of housing need.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L</p> <p><b>Parish Surveys</b> £40,000pa (3 yrs) to Cumbria Rural Housing Trust – EDC funded</p> <p><b>Empty Homes</b> - £130,000 – EDC funded</p> <p><b>Affordable Homes Provision</b> - £427,000 – Regional Housing Pot</p> <p><b>Provision of RSL Units</b> - £2,335,000 (HCA grant) £2,276,000 (RSL match funding)</p>	<ul style="list-style-type: none"> <li>• Allocation of sites in the Housing DPD</li> <li>• Development of detailed policies in the Housing DPD</li> <li>• Development management</li> <li>• Application of a viability assessment</li> <li>• Developer contributions</li> <li>• Maintaining an up to date housing needs survey</li> <li>• Regular up-dating of the Strategic Housing Land Availability Assessment</li> <li>• UECP</li> <li>• Development of detailed policies in Housing DPD and/or other Supplementary Planning Documents.</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• House builders</li> <li>• RSL's</li> <li>• Parish Councils</li> <li>• Landowners</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of applications approved in line with policy	100%	Monitoring to begin 2010/2011
2. Number of affordable houses completed annually	09/10 – 33 units 10/11 – 42 units 11/12 – 50 units	59 completions in 2006/2007
3. % of affordable housing completed as % of all new development	30%	35.54% in 2006/2007 14% in 2007/2008 22% in 2008/2009
4. Annual negative variation from meeting ward level affordable housing needs as set out in 2006 survey	50% variation in 2011/2012 35% variation in 2014/2015	Affordable needs survey

## Provision for Gypsies and Travellers

6.24 We specifically need to meet the needs of hard to reach groups and ethnic minorities within the District. Two such groups whose needs are often not met are Gypsies and Travellers.

6.25 The Council has worked jointly with Cumbria County Council and the other Districts to assess the needs of Gypsies and Travellers in terms of both static and transient sites (Cumbria Gypsy & Traveller Accommodation Needs Assessment). This assessment will be used to determine what course of action needs to be taken. The current anticipated need for residential pitches for Gypsies and Travellers is 13-15 by 2016. These figures are based on the 2008 Needs Assessment and also ongoing RSS review work. Beyond 2016 and to the end of the plan period it is anticipated that a further 8 or so units may be required to meet identified need. Detailed proposals and specific policies will be included as part of the Primary Development Control Policies DPD. Policy **CS11** sets out the criteria for the assessment of proposals and will be used for any applications submitted before the joint working is complete and identify land in the forthcoming DPD.

6.26 Travelling showpeople are another group whose needs are often overlooked. They have different needs and requirements in terms of accommodation to other travellers.

### **CS11 Provision for Gypsies and Travellers**

Appropriate provision for Gypsies and Travellers will be made by identifying specific sites. The suitability of sites will be tested against the following criteria:

1. Access to schools, shops and other community facilities are within reasonable travelling distance, and can be reached by foot, cycle or public transport.
2. The site is served (or can be served) by adequate water and sewerage connections.
3. The amenity of nearby residents or operations of adjoining land uses would not be materially harmed.
4. The siting and landscaping ensure that any impact upon the character and appearance of the countryside is minimised, and the development can be assimilated into its surroundings.
5. The development would not materially harm the natural or historic environmental assets of the District.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L Joint bid being put together to submit to <b>Innovation Fund (S)</b>	<ul style="list-style-type: none"> <li>Allocation of sites in Primary Development Control Policies DPD in accordance with identified need</li> <li>Development of detailed policies in Primary Development Control Policies DPD</li> <li>Development management</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Cumbria County Council</li> <li>Gypsy, traveller and show people community</li> <li>Landowners</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Total No. of pitches completed	2012 – 8 residential pitches 2016 – 5 residential pitches Post 2016 - assumed 3% compound increase	Gypsy & Travellers Assessment  In line with RSS review
Transit pitches	2007 – 2016 – 5 transit Post 2016 - assumed 3% compound increase	In line with RSS review
2. % of applications approved in line with policy	100% (if any)	N/A (none)

## **7. Working Communities**

### **Principles for Economic Development and Tourism**

7.1 The strength of the District's economy is vital to the future prosperity and the quality of life of its residents. Economic growth can increase employment opportunities and income, help regenerate deprived communities and create the investment and confidence needed to encourage private sector involvement in improving the environment.

7.2 The Council wants to maintain a healthy economy, to improve the economic base providing for a more skilled labour force and the attraction and retention of young economically active people. Although the District has high levels of employment, this masks a dependency on low paid work. It is vital to ensure that adequate opportunities exist to improve the quality and range of employment available.

7.3 A potential growth area is in the opportunities provided by the new University of Cumbria which has a main campus at Newton Rigg. Benefits include knowledge sharing, the student economy, provision of secure jobs and the raising of the profile of the district.

7.4 There is also a need to ensure that rural communities are maintained. The rural economy continues to change and although they may not always be suitable locations for development, it is important that businesses are allowed to diversify and expand provided they do not have a significant impact on the local transport network. There is great potential for Eden to become an exemplar in bio fuel development and other sustainable energy-creating or energy-saving technology, recreation, outdoor education, activity tourism, the food industry and woodland skills.



## **CS12 Principles for Economic Development and Tourism**

Development should accord with the following principles:

1. Promote the diversification of the economy, including the rural economy to maintain high levels of employment and establish a higher wage economy with a flexible, highly skilled workforce.
2. Ensure sufficient land is available to meet the employment needs of the District in the most accessible locations and is readily available. This particularly applies to Local Service Centres in rural areas.
3. Protect suitable existing and allocated employment land for its intended purpose, including smaller allocations in the rural areas.
4. Promote the diversification and strengthening of the rural economy through the promotion of a range of employment opportunities in and adjacent to rural settlements. This to include the provision of business premises in these areas.
5. Promote high skilled, high value added businesses that are based on the sustainable use of natural resources and draw on the particular rural characteristics of the District.
6. Protect and enhance existing tourist facilities and infrastructure, whilst also allowing new tourist development where appropriate in order to increase the range, quality and type of facilities available to tourists.
7. Promote improvements in accessibility in new and existing tourist and economic development including farm diversification based on tourism for all people regardless of disability, age, gender or ethnicity.
8. Develop the District's University of Cumbria as an important nucleus for knowledge based industries.
9. Support proposals in locations with good sustainable access to services, which are appropriate to landscape character.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L Gilwilly link road (estimated cost £4m) £60,000 site investigation – EDC funded</p> <p><b>AONB Partnership</b> - £7k <b>North Pennines Heritage Trust</b> £4k</p> <p><b>Supporting young people in employment (STEP)</b> £10,600</p> <p><b>Appleby Heritage Centre</b> – training &amp; ed £12,600</p> <p><b>CREA</b> 4k grants 16,380 marketing, business expansion 10k</p> <p><b>Sites &amp; premises database</b> - £5,600</p> <p><b>Cumbria 2012</b> - £5,000 –all the above EDC funded</p>	<ul style="list-style-type: none"> <li>Allocation of sites in the Primary DC Policies DPD</li> <li>Development of detailed policies in the primary DC Policies DPD</li> <li>Development management</li> <li>Implementing the actions identified in the Economic Development Plan</li> <li>Development of a link road from Jct 41 M6 to Gilwilly</li> <li>Development briefs</li> <li>Marketing of locations (in relation to Gilwilly extension)</li> <li>Developer contributions</li> <li>Farm Diversification SPD</li> <li>Maintaining an up to date employment land availability database</li> <li>University of Cumbria Business Plan</li> <li>Addressing the issue of infrastructure provision (road construction, engineering surface water attenuation measures, electricity and gas supply and surface and foul sewers) by the project group and in conjunction with partners, these principally being the North West Development Agency/Cumbria Vision, Cumbria County Council, the University of Cumbria, Local Employers, Landowners and prospective developers.</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Local Strategic Partnership</li> <li>Cumbria County Council</li> <li>NWDA</li> <li>Cumbria Vision</li> <li>Learning &amp; Skills Council</li> <li>Penrith Chamber of Trade</li> <li>CREA</li> <li>Developers</li> <li>Landowners</li> <li>University of Cumbria</li> <li>Cumbria Tourism</li> <li>Tourism &amp; Conservation Partnership</li> <li>North Pennines AONB Tourism Partnership</li> <li>Town Forums/ Councils</li> <li>Tourism businesses</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of people economically active	85% by 2016	83% in 2006/2007
2. Job Seekers Allowance Claimants	Unemployment rate below UK average	January 2008 Eden – 0.7%, UK – 2.9%
3. Employment by occupation	Increase numbers in Associate Professional & Technical – 18% by 2016	2006/2007 16.7%
4. Employee jobs by sector	Increase % of Finance, IT, Other Business Activities – 13% by 2016	2006/2007 10.2%
5. Earnings by workplace (Gross weekly pay of full time workers)	Increase to NW regional average - £400 by 2016	January 2007 Eden - £371.90 NW - £434.20
6. Participation rates in higher education	Improve rates from baseline	Monitoring to begin in 2010/2011
7. Number of new VAT registrations	Match NW rate of registration	2006 Eden – 5.1% NW – 9.6%
8. Estimated annual tourist days spent in Eden	At least base line	Tourist days 2006 (000's) 4,039.30

## Employment Land Provision

7.5 One of the most significant contributions to achieving economic prosperity in the District is to ensure that sufficient employment land is available in the right locations in order to support local businesses and attract inward investment.

7.6 The basic principles for the location of new development have been considered already under policies **CS2** and **CS3**. Individual site selection will be considered as part of the Primary Development Control Policies DPD due for consultation in 2011/2013.

7.7 In determining how much employment land to plan for, the Council has to take account of the RSS and the Adopted Structure Plan. The RSS does not break down the supply of employment land further than on a County basis and also runs to a different timescale, but working on an average District apportionment of 9.6% the figure provided for is approximately 2.25 hectares per annum. The Adopted Structure Plan provides for a minimum of 3.6 hectares per annum. The actual take up of employment land has been 6.79 hectares between 2001 - 2006 which amounts to 1.3 hectares per annum. The amount of land that is required to be available takes account of the previous take up of employment land and also of the land currently available. It is important that land is brought forward in a planned way, and that opportunities for employment relate to the requirement for new housing. However, over provision of employment land may make it difficult to resist other forms of development on allocated sites. Policy **CS13** provides for 50 hectares which equates to approximately 3 hectares per annum.

7.8 The distribution of sites must reflect the locational strategy as set out in CS2. The Key Diagram shows the broad location that is proposed as being suitable for an urban expansion of employment land for Penrith in the medium to long term. It is not intended at this time to allocate site specific boundaries for the broad location shown, this will be addressed in further detail in the Primary Development Control Policies DPD. It should also be noted that the location identified will require infrastructure works before development can take place. These issues are being addressed by a project group in conjunction with partners. The Employment Land Study (December 2009) prepared to support the evidence base for the Core Strategy justifies the development of the Eden Business Park Phase II land as a strategic employment site location meeting a substantial part of future quantitative and qualitative employment land requirements. The study does however acknowledge that, whilst there are no feasible alternative options for a strategic employment site location in Penrith, the delivery of the Phase II site will not be straightforward, due to the scale and costs of development infrastructure requirements. It is therefore the case that in the early years of the Core Strategy plan term the Council will prioritise the delivery of the Phase I with the Phase II land proposed for the later part of the Core Strategy period. The Employment Land Study further contains recommendations on possible ways of promoting delivery of the site so that it can make an effective contribution to future supply.

7.9 In the remaining Key and Local Service Centres the sequential approach will be applied to site selection with priority being given to those sites utilising previously developed land and supporting the delivery of the Council's development priorities and achievement of the spatial vision and objectives. Site selection including possible greenfield extensions will be examined in the Primary Development Control Policies DPD.

## CS13 Employment Land Provision

In order to meet the employment land needs of the District up to 2025, the Council, its partners and service providers will ensure that provision will be made for 50 hectares of land for employment development (B1, B2 and B8 uses) in line with the locational policy set out in **CS2**.

In the early years of the Core Strategy, in recognition that the preferred area for employment purposes is constrained, the Council will give favourable consideration to proposals for B1, B2 and B8 purposes which are well related to Penrith, the transport infrastructure and which have acceptable effects in terms of landscape character.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L  Gilwilly link road (estimated cost £4m) £60,000 site investigation – EDC funded  <b>Sites and Premises Database</b> - £5,600 EDC funded	<ul style="list-style-type: none"> <li>Allocation of sites in the Primary Development Control Policies DPD</li> <li>Development of detailed policies in the Primary Development Control Policies DPD</li> <li>Development management</li> <li>Development briefs</li> <li>Development of link road from Gilwilly to Junction 41 of M6</li> <li>Maintaining an up to date employment land database</li> <li>Proactive advertisement of Phases 1 and 2 of Eden Business Park.</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Developers</li> <li>Landowners</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Amount of business floorspace developed per yr. by type	B1 – 200m2 – 2012/2013 B2 – 50m2 – 2012/2013 B8 – 500m2 – 2012/2013	2006/2007 B1a – 152.5m2 B2 – 0 B8 – 437m2
2. Amount of employment land lost to other uses	None	None in 2006/2007
3. % of employment land developed by location	Majority in Key & Local Service Centres	Monitoring to begin in 2010/2011
4. Amount of employment land available	50 hectares up to 2025	35.12ha in 2006/2007

## Employment Development in Rural Areas

7.10 Whilst the Key and Local Service Centres will be the preferred locations for new development, there is a need to strengthen the economy in the rural areas and provide diversity in the local economic base.

7.11 Many factors can influence the sustainability of the rural economy, including the scale, location and type of housing, employment development and environmental considerations. A careful balance needs to be achieved in supporting proposals that assist the economic sustainability of local communities, whilst addressing any potential environmental consequences.

### CS14 Employment Development in Rural Areas

Employment developments of an appropriate scale (including new build) will be encouraged in rural areas where they:

1. Wherever possible involve the re-use of suitable redundant traditional rural buildings.
2. Involve the expansion of appropriate businesses.
3. Help towards the diversification of the rural economy.
4. Do not have a significant transport impact.
5. Are of a scale and type sympathetic to the area within which they are proposed.
6. Would respect and reinforce local landscape character and built heritage and not cause harm to the natural environment.

### Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L <b>CREA</b> -£4,000 (EDC funded) £16,000 – Marketing(EDC funded) £10,000 business expansion (EDC funded) <b>ACT</b> - £13,000 (EDC funded)	<ul style="list-style-type: none"> <li>• Development management</li> <li>• Farm Diversification SPD</li> <li>• Development of an AONB Design Guide SPD</li> <li>• Use of Landscape Toolkit</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• CREA</li> <li>• ACT</li> <li>• Parish Councils</li> <li>• CREA</li> <li>• ACT</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Number of applications approved for employment development in rural areas	3 – 2010/2011 5 – 2011/2012	Monitoring to begin in 2010/2011
2. Number of developments involving re-use of buildings	N/A	Monitoring to begin in 2010/2011

## Tourism and the Visitor Economy

7.12 Eden District offers a wealth of opportunities for tourists based on both the natural and built environment. Tourism is an important contributor to the local economy. Related tourism activities support a quarter of all full time jobs in Eden and income was worth £142.96 million in 2006 with visitor totals reaching almost 2 million.

7.13 It is important that tourism related development takes place in a sustainable manner, and in particular, to conserve the countryside and promote schemes in locations accessible by non-car modes. Directing most tourist related development to the Key and Local Service Centres will help to achieve these ends, though there are benefits that can accrue from allowing existing facilities to expand, or through the conversion or re-development of existing buildings. Flexibility is also appropriate for small developments which can help provide jobs in rural areas and aid in the economic and physical regeneration of an area, bringing benefit to the local community.

### CS15 Tourism and the Visitor Economy

The majority of new tourism facilities will be directed towards the Key and Local Service Centres.

Tourism proposals will be promoted and supported where:

1. They contribute to the achievement of regeneration aims and objectives.
2. They benefit local communities and are proportionate to the size of settlement in which they are located.
3. Development is at a scale which does not prejudice the quality of the natural and built environment and where possible proposals should seek to improve it.
4. Visitor attractions that could attract large numbers of people should be accessible by a choice of means of transport, and offer good access by non-car modes.
5. Location specific tourist attractions (as opposed to facilities) will be promoted and supported provided they comply with points 3 and 4 above.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
<p>S/M/L</p> <p><b>Promotion of Sustainable Tourism</b> - £3,760 EDC funded</p> <p><b>Tourism Research</b> - £2,500 EDC funded</p>	<ul style="list-style-type: none"> <li>• Development of detailed policies in the Primary Development Control Policies DPD</li> <li>• Development management</li> <li>• Eden Economic Development and Tourism Strategy</li> <li>• North Pennines AONB Management Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Cumbria Tourism</li> <li>• Tourism &amp; Conservation Partnership</li> <li>• Eden Tourism Network</li> <li>• Cumbria Vision</li> <li>• North Pennines AONB Tourism Partnership</li> <li>• Town Forums/Councils</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Number of applications approved for tourism development.	N/A	Monitoring to begin 2010/2011
2. Number of applications approved accessible by public transport	N/A	Monitoring to begin 2010/2011
3. Estimated annual tourist days spent in Eden	4,200,000 – 2012/2013	Tourist days 2006/7 - 4,095,000
4. Estimated annual tourist expenditure	£157 million by 2012/2013	£149 million in 2007

## **8. The Environment**

8.1 The built and natural environment includes everything that surrounds us: towns, villages, woodland, rivers and meadows; but it also includes cultural and historical aspects such as conservation areas, listed buildings and archaeological sites. It is recognised that Eden residents place considerable value on the high quality of the District's landscapes, towns, villages and wildlife and that quality is something the Council wants to protect and enhance. There is a need to achieve greater economic growth but it is important to safeguard the intrinsic character of Eden at the same time as reconciling the cumulative effects of development in terms of biodiversity, land use and resources.

8.2 On a global scale, climate change is the most significant environmental concern and the greatest challenge facing the world. Its impacts can be seen worldwide with retreating ice caps, rising sea levels, lethal storms, forest fires and heat waves. At a local level we will need to deal with the implications of climate change including increases in the instances of flooding, increased pressure on drainage systems, possible increased winter storm damage, habitat and species loss, summer water shortages, low stream flows and health issues in summer. The greater the change in the climate the more serious the effects will be. However, there may be some opportunities and benefits that may occur. Examples include:- less winter transport disruption, reduced demand for winter heating, less cold related illness, opportunities for agricultural diversification, increased tourism and leisure pursuits. The LDF will need to ensure the use and development of land contributes to the Government's targets to reduce greenhouse gas emissions and increase electricity production from renewable sources. This means locating development to reduce the need to travel, supporting renewable energy projects of appropriate scale in appropriate and acceptable locations and ensuring the design of new buildings reduces energy consumption.

### **The Natural Environment**

8.3 Eden District has a remarkable local environment. It has a large number of areas of natural beauty, nature conservation and amenity value that range from the limestone pavements at Orton Scar and Great Asby Scar to the Moorhouse and Crossfell area of the North Pennine Moors – an internationally designated site. The landscape of the district is of a particularly high quality. Part of Eden lies within the Lake District National Park, and although this is subject to its own regulatory framework, it is key to reflect the relationship with this area in development decisions made outside the designation boundary. Eden also encompasses a large area of the North Pennines AONB. Eden District Council is responsible for planning decisions in the AONB, and will seek to ensure that all proposals are of a standard appropriate to the high landscape quality of the area. The North Pennines AONB Management Plan will be used to help guide development decisions.

8.4 The areas outside the national designations are of a similarly high quality. Significant areas in the south of the district, including the Howgill Fells, Asby Scar, Dufton and Stainmore are currently under consideration for designation as AONB or National Park, having been recognised as being of an appropriate quality. Particular care will be taken to ensure that development proposals reflect the high quality landscape of these areas.



However, it is also recognised that the landscape of Eden is an inhabited one. There are many small settlements and isolated dwellings within the landscape which form part of the unique character and settlement pattern of Eden.

8.5 The landscape is an important element of the district's environment and its local character needs to be protected and enhanced. The initial framework for identifying unique landscape character areas across the country was published in 1997. Since that time there has been considerable change to policy and practice and significant events effecting Cumbria such as the foot and mouth outbreak. New work is currently being undertaken by the County Council with input from all the district authorities and will be available late 2010. This is the production of a revised Landscape Character Assessment (LCA) for Cumbria and a Landscape Character Toolkit. The Toolkit is intended to aid district authorities when considering new development that might affect landscape character and help inform planning applications. The District also has numerous sites designated for their nature conservation interests including 70 Sites of Special Scientific Interest (SSSI) of national importance and 9 SAC's/SPA's of international importance. These sites are protected under national legislation.

8.6 Sites of regional and local importance can have less formal designations that offer them protection from inappropriate development, where this requires planning permission. Examples of these are Local Wildlife Sites (formerly County Nature Sites) and Regionally Important Geological/Geomorphological Sites (RIGS).

8.7 Many sites with high biodiversity value are not protected by designations but offer ecological value worthy of consideration. There is a need to provide a more general level of protection and enhancement to ensure the migration of species and protection of their habitats and the protection in non-designated sites where possible.

8.8 The Cumbria Biodiversity Action Plan is a key document in identifying an important range of habitats and species within the District. It aims to conserve the District's threatened wildlife and outlines the objectives, targets and actions considered necessary to protect and enhance the wildlife heritage of the area. It is important that the LDF promotes new development that will support the implementation of the Biodiversity Action Plan, whilst preventing proposals that would have an unacceptable impact upon the District's wildlife resources.

8.9 Within the towns and villages of the District there are some areas of green space that are important because they help to preserve the local distinctiveness of these settlements. These green spaces can make so significant a contribution to their character and to the amenity and enjoyment of nearby residents and the public at large as to warrant long term retention as open space. It is important to safeguard this existing open space and plan for future provision of open space.

8.10 A number of settlements in the District are distinctive in their form, comprising groups of buildings interspersed by long stretches of unbuilt frontage. As a general principle it is considered that these unbuilt frontages should remain largely undeveloped in order to protect the character and amenity of the settlements concerned. A review of the existing designations will be undertaken and consideration of new designations will be considered as part of the LDF process.

## **CS16 Principles for the Natural Environment**

Development should accord with the principles of protection and enhancement of the natural environment of the District, including landscape, biodiversity and geodiversity and especially those areas designated as being of international, national and local importance.

To further protect the natural environment within the District as a whole:

1. The relationship between development and the natural environment will be managed to minimise the risk of environmental damage.
2. Loss of the best and most versatile agricultural land will be avoided.
3. Encouragement will be given to the creation of opportunities for species to spread out and create niches elsewhere in order to reduce any negative impacts of development and to allow species to migrate as a result of climate change.
4. The re-creation and restoration of traditional habitats will be encouraged and existing wildlife and habitats such as hedges, ponds, woodlands, ancient woodlands, wetlands and species rich grasslands will be protected and enhanced.
5. Where possible, developments will be expected to include suitable measures to contribute positively to overall biodiversity in the District or to mitigate harm caused by the development.
6. Areas of open space and unbuilt frontages within towns and villages will be protected and enhanced where they are important to the character and amenity of the area.
7. Promote improvements in accessibility to the natural environment for all people regardless of disability, age, gender or ethnicity.
8. Development should reflect and where possible enhance local landscape character.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L <b>Biodiversity Evidence Base</b> - £4,000	<ul style="list-style-type: none"> <li>Allocation of sites in the Housing and Primary Development Control Policies DPD</li> <li>Development of detailed policies in the Primary Development Control Policies DPD</li> <li>Development management</li> <li>Biodiversity Action Plan</li> <li>Conservation Area Management Plans</li> <li>Use of biodiversity evidence base</li> <li>Encouraging &amp; supporting enhancement schemes</li> <li>Supporting projects to encourage public access &amp; enjoyment of the natural environment</li> <li>Developer contributions</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Natural England</li> <li>Cumbria Wildlife Trust</li> <li>Cumbria County Council</li> <li>House Builders/ Developers</li> <li>Landowners</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of applications approved with measures for protection of priority & protected species	100% where applicable	Monitoring to begin 2010/2011
2. % of SSSIs in favourable condition	Maintain base line at minimum	65% in 2006/2007
3. Amount & quality of open space	Maintain base line	Monitoring to begin in 2010/2011
4. Proportion of Local Wildlife Sites where active management is being achieved as a % of all Local Wildlife Sites	42% by 2012/2013	36% in 2008/2009

## The Built (Historic) Environment

8.11 The District contains an extensive wealth of built heritage with outstanding examples of both vernacular and fine architecture drawing upon local materials. It currently has twenty three conservation areas and one thousand, six hundred and twelve entries in the Listed Building Register. It also has several historic parks and gardens, some registered, some not and three hundred and two Scheduled Ancient Monuments. In addition, the District contains thousands of non-designated sites, monuments and buildings of historic importance as well as significant interest through the character of its landscape. These all represent a finite, non-renewable resource that is a significant asset in terms of the quality of life and local distinctiveness. The historic environment makes a strong contribution to the attractiveness of the area for tourism and business as well as being a driving force in conservation led regeneration. There needs to be a strong emphasis on the protection and enhancement of these sensitive environments. Policy **CS17** sets out the principles to achieve this.

## Conservation Areas

8.12 There are 23 conservation areas within the District. The Planning (Listed Buildings and Conservation Areas) Act 1990 places a responsibility on Local Planning Authorities to designate and review Conservation Areas in areas of special architectural or historic interest. The designation of such areas can bring many benefits, including giving greater controls over demolition, minor development and requires consent for the felling of trees. The Council has a duty to periodically review the boundaries and is encouraged to keep Conservation Area appraisals up to date. Undertaking appraisals is an essential part of the process of reviewing Conservation Areas and brings benefits in terms of their effective protection and enhancement.

8.13 The designation of new Conservation Areas is also vital to the aim of conserving Eden's distinct heritage and given the necessary resources, this will continue.

### **CS17 Principles for the Built (Historic) Environment**

The principles for the built (historic) environment are to:

1. Conserve and enhance buildings, landscapes and areas of cultural, historic or archaeological interest including conservation areas, historic parks and gardens, areas of archaeological interest and listed buildings and their settings.
2. Promote the enhancement of the built (historic) environment through the use of high standards of design and careful choice of sustainable materials for all development (see Policy **CS18**).
3. Encourage the sympathetic and appropriate re-use of existing buildings, especially those which make a contribution to the special character of their locality.
4. Promote design that ensures a safe and secure environment.
5. Promote improvements in accessibility in the built (historic) environment for all people regardless of disability, age, gender or ethnicity.
6. Promote the development of public art, particularly as part of significant new developments.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L <b>AONB</b> - £7,000 (EDC funded) <b>Vitality of Penrith</b> - £20,000 (EDC funded)	<ul style="list-style-type: none"> <li>Allocation of sites in the Housing and Primary Development Control Policies DPD</li> <li>Development of detailed policies in the Development Control Policies DPD</li> <li>Development management</li> <li>Designation of Conservation Areas</li> <li>Conservation Area Appraisals &amp; Management Plans</li> <li>Developer contributions</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>Parish Councils</li> <li>North Pennines AONB</li> <li>Civic Societies</li> <li>Police Authority</li> <li>Developers</li> <li>Cumbria County Council</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of applications approved in line with the policy	100%	Monitoring to begin 2010/2011
2. Number of conservation areas	27 by 2014	22 in 2007
3. Number of conservation areas with character appraisals	13 by 2014	9 in 2008

## Design in New Development

8.14 Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Eden has many interesting buildings, diverse street patterns and individual spaces resulting in fine townscape qualities. Good relationships with existing development and the use of public art and landscaping can all help to further develop local identity and places that people are proud of. The aim is to avoid developments whose layout and quality are so poor that they will become obsolete or unattractive within a short time, for example because of the opportunities for crime or poor accessibility. The Council's aim is for high quality, inclusive design that demonstrates best practice in architectural and urban design and that is sustainable, both in the sense of longevity and in terms of being environmentally friendly and socially beneficial.

8.15 Eden's local built distinctiveness arises directly from its long tradition of vernacular architecture that continues to exert a strong influence on modern development. As the District was not subject to large scale building pressures or bombing development has tended to be incremental and a large amount of pre-1919 property remains. Overall the local built form is simple with much of it based on traditional long farmhouses with attached barns. Typically the window to wall ratio is low, facades plain and roofs made of local slate laid in diminishing courses. Windows have a strong vertical emphasis and stone surrounds are common.

8.16 The use of local materials is widespread and this gives variety within the overall common built form. There are three main character areas in Eden based on the underlying geology:

- Eden Valley with its typical red sandstone, dressed quoins and window surrounds;
- Westmorland Fells area uses local limestone as its prevalent building material. Random rubble walls are frequently rendered or lime washed. In common with the Eden Valley Westmorland and Burlington slates are the typical roofing material;
- North Pennines characterised by local honey coloured millstone grit. This local building material is used both in random rubble and dressed ashlar for quoins and surrounds. External staircases are a local feature and the traditional roofing material is thick yellow sandstone slates.

8.17 Eden's built tradition is closely allied with its landscape setting particularly outside of Penrith. Barns, enclosures and stone walls are typically all built of the same underlying local stone. This gives a cohesive harmony creating a seamless fit between the built and natural landscapes.

8.18 The Council will work with its partners and developers to ensure that the principles of good design are engendered within all developments (promoting the use of the North West Best Practice Design Guide [www.nra.gov.uk/sustainabledevelopment](http://www.nra.gov.uk/sustainabledevelopment)) at all scales, from small household extensions to major housing developments, creating attractive and safe environments that contribute to the delivery of sustainable communities and help to create a "sense of place".

## **CS18 Design of New Development**

The District Council will support high quality design which results in usable, durable and adaptable places which reflect local distinctiveness.

New development will be required to demonstrate that it;

1. Shows a clear understanding of the form and character of the District's built and natural environment, complementing and enhancing the existing area.
2. Protects and where possible enhances the District's distinctive rural landscape, natural environment and biodiversity.
3. Reflects the existing street scene through use of appropriate scale, mass, form, layout, high quality architectural design and use of materials.
4. Optimises the potential use of the site.
5. Protects the amenity of existing residents and business occupiers and provides an acceptable amenity for future occupiers.
6. Maximises opportunities for the use of sustainable construction techniques, sustainable drainage systems, renewable energy generation on site, incorporates water efficiency , recycling and conservation methods and maximises opportunities for the minimisation, re-use and recycling of waste.
7. Uses locally sourced materials wherever practically possible.
8. Achieves energy reduction and efficiency through siting and design.
9. Provides safe access to the site by a choice of means of transport and meets the access needs of all users, particularly pedestrians, cyclists, disabled people and the elderly.
10. Protects air quality and does not result in environmentally unacceptable levels of traffic.
11. Does not contribute to unacceptable levels of noise and light pollution.
12. Protects features and characteristics of local importance.
13. Incorporates appropriate crime prevention measures.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L <b>Design Awards</b> - £4,000 EDC funded	<ul style="list-style-type: none"> <li>• Development of detailed policies in the Primary Development Control Policies DPD</li> <li>• Development management</li> <li>• Design review process</li> <li>• Design Awards</li> <li>• Development of a Crime Prevention Through Environmental Design (CPTED) SPD</li> <li>• Development briefs</li> <li>• Accessible &amp; Inclusive Environment SPD</li> <li>• Shopfront &amp; Advertisement Design SPD</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Cumbria County Council</li> <li>• Natural England</li> <li>• Civic Societies</li> <li>• Police Authority</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Number of applications refused, amended or withdrawn on design grounds	Decrease from base line	Monitoring to begin 2010/2011
2. Number of applications going through the design review procedure	50% by 2013	Monitoring to begin in 2009/2010

## Sustainable Energy Use

8.19 It is now widely accepted that climate change is occurring, with a major contributor being greenhouse gas emissions. The planning system can help address climate change, both through reducing our contribution to the causes, and helping existing and new development adapt to the impacts. The Council is keen to ensure the way we build is done in a more sustainable way in the future. This means in a way that minimises the resources that are used and generates less pollution, including less greenhouse gas. It also means development generating some of its own energy requirements through renewable energy.

8.20 Along with the national objective to reduce carbon dioxide emissions, the Government has set a target that 10% of energy should be generated from renewable resources by 2010 with an aspiration to increase that figure to 20% by 2020.

## Energy Conservation, Efficiency and Production in New Developments

8.21 The North West Sustainable Energy Strategy develops priorities that are advanced in the Government's Energy White Paper. It supports national targets to reduce CO2 emissions through a combination of approaches. The priorities are to:

1. Minimise demand for energy and cut unnecessary use.
2. Energy use to be as efficient as possible.
3. Renewable energy to be used and renewable sources developed.
4. Any continuing use of fossil and other fuels to be clean and efficient for heating and combined heat and power (CHP).



8.22 In land use terms there are many factors which determine the energy used by development including;

- The location of development to minimise travel whilst the opportunities to travel by sustainable means, walking, cycling and public transport are maximised
- Higher densities assist in reducing energy use by locating activities closer together and through the use of a greater proportion of flats and terraced properties which are more energy efficient than detached or semi detached properties because they have fewer outside walls
- The orientation of buildings so that the windows and main living areas face southerly aspects has a significant effect on energy needs
- Tree belts as part of landscaping proposals can help filter cold winds and thus reduce energy drain; the use of such measures in Eden with its relatively cold winters and open landscapes which do not provide shelter from wind could provide significant benefits
- A high standard of insulation will also make a significant contribution to the energy needs of buildings, not just in terms of winter heating but also in summer where temperatures well above average may require artificial ventilation and air conditioning
- Highly efficient heating systems

8.23 There are a wide range of opportunities available for energy generation on site. These include solar panels, biomass heating, small scale wind turbines, combined heat and power systems, geothermal heating and photovoltaic panels. The potential that new development can make towards meeting the targets for renewable energy provision is considerable and that is reflected in the requirements in Policy **CS19**. In the context of the national objective to progressively reduce carbon dioxide emissions it is appropriate for the target level of on-site energy production to be raised over time.

### **CS19 Energy Conservation, Efficiency and Production in New Developments**

Applications for new developments should seek to maximise the potential for energy conservation and efficiency and the use of low carbon energy sources. Consideration should be given to design, construction, layout, orientation, massing, internal design, materials used, insulation and heat recovery (combined heat and power) of the scheme.

With regard to the use of decentralised and renewable or low carbon energy in new developments, the thresholds and targets as set out in RSS policy EM18 will be adhered to until reducing thresholds/targets are developed in a future Primary Development Control Policies DPD.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L  <b>Cumbria Action for Sustainability</b> - £5,000 core funding £1,270 – projects EDC funded  £70,000 EDC funded – <b>Energy Efficiency</b>	<ul style="list-style-type: none"> <li>• Development of detailed policies in the Primary Development Control Policies DPD</li> <li>• Development of detailed district targets in the Primary Development Control Policies DPD</li> <li>• Development management</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Cumbria Action for Sustainability (CAfS)</li> <li>• House Builders/ Developers</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of developments of 10+ units that's provide 10% of own energy	25%	Monitoring to begin 2010/2011
2. Domestic energy consumption per capita	Decrease from baseline	Electricity – 5,738kWh per annum 2006/2007 Gas – 19,117kWh per annum 2006/2007
3. NI 186 Per capita reduction in CO2 emissions in LA area	Decrease from baseline	As in 2009/2010 NI return

## Renewable Energy

8.24 Together with energy conservation measures, the exploitation of renewable energy sources is central to efforts to reduce our reliance on fossil fuels and achieve reductions in CO2 emissions.

8.25 Government policy encourages renewable energy schemes unless the environmental impacts would outweigh the wider social, economic and environmental advantages that stem from making greater use of renewable energy potential. Policy **CS20** indicates the key safeguards that will be applied to ensure that the risk of adverse impacts from renewable developments are minimised. A range of issues will need to be considered, such as impacts on local amenity, the local economy, highways, telecommunications, noise generation, as well as impacts upon the natural and built environment. Each renewable technology has its own locational requirements and characteristics and different areas are suited to different technologies. In Eden there is significant wind resource which clearly brings concerns as to the impacts of wind farms on the area. A Supplementary Planning Document on Wind Energy has been prepared in conjunction with the County Council and other Cumbrian District Authorities to help guide developers when preparing applications.

8.26 The Regional Spatial Strategy has set a target for the production of energy from renewable sources in Cumbria as a whole, this is currently 237.3 MW for 2010, 284.8 MW by 2015 and 292.4 MW by 2020. However, it has to be realised that these targets are minimum targets and are likely to be revised upwards once met.

8.27 Eden has international and national statutory designations and regional and local designations both for habitats and species. National guidance and circulars, along with local planning policies provide protection from inappropriate development for areas and features

of international and national importance. For international sites and features that they support, any new schemes need to demonstrate that they will not adversely affect their conservation value. Schemes should not cause harm to habitats and species outside a designated area that may adversely affect the integrity of a site, or cause a significant decline in the size, distribution, structure or function of a population of a species for which a site was designated. In accordance with the Habitats Regulations an assessment needs to be carried out for each new development to determine if it would have a likely significant effect, alone or in combination with other plans or projects, on sites or features associated with an international designation. If significant likely effect is determined, developers are expected to provide relevant information to Planning Services to enable it to carry out an Appropriate Assessment.

## CS20 Renewable Energy

Renewable energy proposals will be supported particularly where they contribute towards meeting and exceeding the minimum renewable energy targets set out in the RSS and where there are no significant unacceptable effects which cannot be mitigated or are not outweighed by the national and regional need for renewable energy development or the wider environmental, social and economic benefits that the scheme may bring.

Schemes need to consider impacts on the following;

- Landscape character(particularly in and around the North Pennines AONB and the LDNP)
- Local amenity
- Habitat and species
- Farming and land based industries
- The local transport network and
- Connections to the electricity distribution network.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"> <li>• Development of detailed policies in the Primary Development Control Policies DPD</li> <li>• Development management</li> <li>• Wind Energy SPD</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Cumbria County Council</li> <li>• Renewable Energy Developers</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Megawatts of applications approved for commercial scale renewable energy generation and amount of energy produced	3mW per annum	0 in 2006/2007
2. Type of renewable energy approved	N/A	N/A

## **9. Active and Inclusive Communities**

9.1 Community services and facilities are an essential part of life for the residents of Eden. In order to create sustainable and viable communities it is important to provide for a sufficient range of services and facilities, including retail opportunities, which are accessible and meet the aspirations of the local community. As the population of the District continues to rise it is important that good facilities are provided locally. This reduces the need for people to travel long distances to obtain essential services, particularly benefiting the less mobile members of the community.

9.2 The Council will support the co-location of community facilities and services, working in partnership with other service providers and the voluntary sector to meet the needs of communities in the most effective and accessible way. In rural communities, facilities must be protected as much as possible, as their loss can have a major impact on the community.

9.3 Shopping facilities of an appropriate scale are needed in the Local Service Centres to maintain the vitality of these more rural locations and to minimise the need to travel.

9.4 Sport and recreation play an important role in the community, promoting health and well being, social inclusion and community participation. In order to adhere to the principles of sustainable development, suitable local facilities must be provided, whilst ensuring that those which attract larger number of visitors are accessible by walking, cycling and public transport. Open spaces in towns and villages in the District are often threatened by competing land uses, and it is important that they are offered appropriate protection.

9.5 New developments or areas with inadequate sport and recreational facilities require that open spaces and appropriate facilities be created. Contributions will be sought from developers, in line with CS6, to meet the need for the settlement. This is to be generally in accordance with the thresholds identified in the Eden Play Strategy.

## CS21 Principles for Services, Facilities, Sport and Informal Recreation

The Council will work with partner organisations to:

1. Ensure provision of appropriate community and cultural facilities to meet the needs of new developments, working in partnership with other service providers and voluntary organisations.
2. Encourage provision and retention of village services and facilities.
3. Ensure essential infrastructure is provided appropriately.
4. Ensure that Penrith continues as the main shopping centre for Eden and to protect the vitality of other established key centres within the District.
5. Meet the formal and informal sport and recreation needs of the District.
6. Protect and enhance important areas of open space for their recreation, amenity and biodiversity value and create greater connectivity with the wider countryside.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L  <b>Village Hall Grants</b> - £20,000 EDC funded	<ul style="list-style-type: none"> <li>• Allocation of sites in the Housing and Primary Development Control Policies DPD</li> <li>• Development of detailed policies in the Primary Development Control Policies DPD</li> <li>• Development management</li> <li>• Developer contributions</li> <li>• Parish Plans</li> <li>• Regular up dating of local services survey</li> <li>• Regular up-dating of Open Spaces survey</li> <li>• Green Space Strategy</li> <li>• Play Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Cumbria County Council</li> <li>• Parish Councils</li> <li>• House Builders/ Developers</li> <li>• Infrastructure providers</li> <li>• ACT</li> <li>• CREA</li> <li>• Local Strategic Partnership(LSP)</li> <li>• Cumbria PCT</li> </ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Services lost or gained in towns and villages	No decrease from base line	Information contained in Local Services Survey

## Village Services and Facilities

9.6 Village services and facilities perform a vital function in Eden's rural communities, particularly for the less mobile. Once a facility is lost, it may be lost forever, as alterations to the building make it difficult to restore to its previous use. This can have a serious impact upon access to services, increasing the need to travel and harming the overall vitality of the local community. Policy **CS22** aims to encourage the retention of village shopping facilities and key community facilities to support the vitality of rural communities.

### CS22 Protection of Village Services and Facilities

It is recognised that rural services often operate on the margins of viability. However, the loss of village services and facilities could undermine the sustainability of that community. The Council will resist the loss of such facilities, including; pubs, shops, community halls, bus routes and churches where such a loss would cause an unacceptable reduction in the level of services in the locality. The Council will work with partner organisations and will encourage the provision of new commercial or community facilities in villages or rural locations where these are predominantly aimed at serving the local, existing market. In considering proposals that could result in the loss of a community service or facility the Council will have regard to:

1. The established use of the premises and its existing and potential contribution to the social amenity of the local population.
2. The future economic viability of the use, including, in appropriate cases, financial information and the results of any efforts to market the premises, for a minimum of 12 months at a realistic price.

### Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L  <b>Village Hall Grants</b> - £20,000 EDC funded	<ul style="list-style-type: none"><li>• Development of detailed policies in the Primary Development Control Policies DPD</li><li>• Development management</li><li>• Regular up dating of local services survey</li><li>• Encouraging and supporting projects to enhance and retain local services and facilities</li></ul>	<ul style="list-style-type: none"><li>• Eden District Council</li><li>• Cumbria County Council</li><li>• Parish Councils</li><li>• LSP</li></ul>

## Monitoring

Indicator	Targets	Baseline Data
1. Loss of services and facilities in towns and villages	No decrease from base line	Information contained in Local Services Survey
2. Gain or loss of public transport services	No decrease from base line	Information contained in Local Services Survey

## Retail Hierarchy

9.7 Retail development within the District is centred on traditional high streets within each of the Key Service Centres. These provide for a range of shops that meet resident's day to day needs. As the largest retail centre, Penrith acts as a town centre, although with its historic shopfronts and beautiful red sandstone buildings it retains the feeling of a market town. The retail economies of Alston, Appleby and Kirkby Stephen are supported to some extent by tourist expenditure and they can be classed as district centres, though each has its own unique character. Appleby, like Penrith, has predominantly sandstone buildings, and the grandeur of these reflects its history as the county town of Westmorland. Kirkby Stephen and Alston are smaller. Kirkby Stephen is the main service centre for the Upper Eden Valley, and its linear layout reflects its history on one of the primary driving routes. Alston is the highest market town in England with distinctive cobbled streets. The Local Service Centres will fulfil the role of local centres. These local centres are not appropriate locations for shopping developments which serve larger urban areas and which are subject to the sequential test. They are the appropriate location for localised shopping needs.

9.8 It is important that the LDF seeks to maintain and enhance the vitality and viability of the retail areas within the main centres. For new retail developments national guidance outlines a sequential approach designed to retain retail uses within existing town centres. It states that developments should be focused within existing town centres, followed by appropriate sites on the edge of the town centre and finally out of centre sites. The LDF needs to plan positively for the towns, making provision for new retail development where there is an identified need. It will also create a basis for delivering improvements in the town centres, for example better parking facilities and the provision of public art thus creating a more pleasant and pedestrian friendly shopping environment.

9.9 The Core Strategy will not allocate sites for re-development or expansion, however, a hierarchy of centres must be established to clarify where new retail growth will be directed. The boundaries of the centres will be defined in the Primary Development Control Policies DPD.

9.10 The hierarchy of retail centres remains the same as the established hierarchy in the adopted local plan. This is considered to be a balanced approach which establishes an appropriate role and function for the existing centres in the district. In 2007 the Council commissioned the Eden Retail Study which produced evidence to support this approach. The study concluded that in Penrith, a floor space limit of 20,000 square metres would be appropriate. The study further concluded that the major opportunity in retail terms was, and indeed remains the New Squares development. The scheme will address current



deficiencies both in the retail offer relative to competing centres and the perceived difficulties of car parking. As a result of the recession and the temporary cessation of work on the site, the Council is developing with partners, alternative options which differ somewhat from the development mix granted planning consent in 2007. In respect of the smaller centres, the study noted that there were no commitments for new retail development and that the scale of development that is appropriate to these smaller centres should be consistent with their role as Local Service Centres. Indicative floor space limits of 1,000 square metres in Alston, 2,000 in Appleby and 1,500 in Kirby Stephen are suggested in the study.

9.11 The New Squares scheme, which it is envisaged will extend the town centre and comprise a supermarket, other retail floor space, a multi storey car park, residential development and circulation space will continue to be progressed by the Council and development partners. The scheme is intended to regenerate and re-vitalise Penrith as a retail centre and to retrieve much of the trade lost to competing centres in recent years. Although the development of the scheme was stalled due to the international financial crisis of 2008/9, the Council is determined to achieve the benefits of the scheme outlined, by responding pro-actively and flexibly to changed circumstances through all available means, not least the mechanism of spatial planning within the context of the LDF.

### CS23 Hierarchy of Retail Centres

Support will be given to maintaining and enhancing the vitality and viability of the following hierarchy of town and district centres:

- **Penrith** **Main Town Centre**
- **Alston, Appleby, Kirkby Stephen** **District Centres**

Retail and other town centre development of a scale appropriate to these roles will be supported, provided that the development respects the character of the environment of the centre, including its special architectural and historic interest, and assists in maintaining its existing retail function.

### Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"> <li>• Allocation of sites in the Primary Development Control Policies DPD</li> <li>• Development of detailed policies in the Primary Development Control Policies DPD</li> <li>• Development management</li> <li>• Identification of centre boundaries in Primary Development Control Policies DPD</li> <li>• Pro-actively progress the New Squares Scheme</li> </ul>	<ul style="list-style-type: none"> <li>• Eden District Council</li> <li>• Cumbria County Council</li> <li>• Parish Councils</li> <li>• Developers</li> <li>• Penrith Chamber of Trade</li> <li>• Retailers</li> </ul>



## Monitoring

Indicator	Targets	Baseline Data
1. Number and % of developments in each KSC	Penrith – 60% Alston – 4% Appleby – 9% Kirkby Stephen – 7%	In line with hierarchy
2. Amount of new retail floorspace created	Penrith – 92,800 m2 Alston – 515 m2 Appleby – 2,000m2 Kirkby Stephen – 2,500 m2	Net floorspace (sq.metres) 2007 Penrith - 14,857 Alston – 509 Appleby - 2,203 Kirkby Stephen – 2,425
3. Number of retail units converted to other uses	N/A	Monitoring to begin 2010/2011

## Open Space and Recreation Land

9.12 Many open spaces in Eden's towns and villages make a significant contribution to their character and attractiveness. Open space within settlements can include any undeveloped land such as parks, village greens, play areas, sports pitches, vacant/underused land, semi-natural areas and private gardens. It is important to prevent their loss where this would harm the visual quality of a settlement. Also, these spaces play a vital role in providing opportunities for formal or informal recreation. Facilities for open space and recreation can influence people's decisions on where to live and contribute to an improved quality of life.

9.13 The Council has a role to ensure that such facilities are accessible, attractive and of a high quality and has recently undertaken work on a Green Space Strategy for Eden. This strategy concentrates upon the public open space available for recreational use within the District over which the Council has control and/or maintains, which complements the surrounding countryside. This includes parks, public playing fields and play areas, sports pitches, cemeteries, allotments, small areas of open space in local areas, woodlands and countryside sites.

9.14 The purpose of the strategy is to provide a vision and strategic direction for the management and improvement of existing sites and the development of new public open space. It is intended that these spaces should, where possible, enhance amenity and recreational use, be accessible to all and provide alternative forms of recreation to that available in the surrounding countryside.

9.15 The Council has recently adopted a Play Strategy which highlights those areas of the District most in need of additional play provision and sets appropriate local standards for provision. In recognition of the different characteristics of the urban and rural areas, different standards have been set for different parts of the district.

9.16 The Council will work with partners and voluntary organisations to ensure that the aims and objectives set out in both the Green Spaces and Play Strategies are achieved.

## CS24 Open Space and Recreation Land

1. Development proposals should not result in the unacceptable loss of open space within settlements, or of outdoor recreation facilities or allotments, unless the following criteria are satisfied:
  - a) There would be no harm to spaces which:
    - i. Contribute to the distinctive form and character of a settlement.
    - ii. Create focal points within the settlement or have potential for hosting community events.
    - iii. Provide the setting for important buildings, monuments or historic parks and gardens.
    - iv. Allow views into or out of a settlement.
    - v. Are of nature conservation value in themselves or form part of a green corridor.
  - b). The loss would not result in (or worsen) a shortfall of land used for informal or formal recreation.
  - c). Any replacement facility provides an equivalent or greater net benefit to the community, in terms of quality, availability and accessibility of open space or recreational opportunities.

## Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"><li>• Allocation of sites in the Housing and Primary Development Control Policies DPD</li><li>• Development management</li><li>• Developer contributions</li><li>• Regular up-dating of Open Space &amp; Recreational Facilities Study</li></ul>	<ul style="list-style-type: none"><li>• Eden District Council</li><li>• Cumbria County Council</li><li>• Parish Councils</li><li>• House Builders /Developers</li></ul>

## Monitoring

Indicator	Targets	Baseline Data
1. % of open space/recreation land lost to development	0%	Monitoring to begin 2010/2011
2. % of residents satisfied with quality of open space	70% by 2013	64.4% in 2008/2009

## University of Cumbria

9.17 Penrith has an opportunity to further develop as a centre for higher and further education. This can be done by building upon and continuing improvements in this sector more so now with the advent of the University of Cumbria. The University has a campus at Newton Rigg and there exists a real opportunity to expand this facility and improve opportunities not only for the young people of Eden but the wider County.

9.18 The campus has the largest School of Outdoor Studies in the UK and aims to be world-class. It has taken over the International Centre for the Uplands from Lancaster University and this will be re-developed as an integrating cultural heritage and natural resource management centre. Good access to education and training will empower individuals and provide a more skilled workforce to meet the demands of local businesses.

### CS25 University of Cumbria

The Council acknowledges the contribution that the University of Cumbria makes to the economy and educational attainment of Eden and will:

1. Encourage the development of the University identifying sites for expansion.
2. Provide opportunities for knowledge based and digital enterprises to locate where they can benefit from the expertise of the University.
3. Aim to help the university build on its established strengths as a centre for land based studies.

### Implementation

Timescale/Funding	Implementation Mechanism	Lead Agencies / Partners
S/M/L	<ul style="list-style-type: none"> <li>Allocation of sites in the Primary Development Control Policies DPD</li> <li>Development of detailed policies in the Primary Development Control Policies DPD</li> <li>Development management</li> <li>Campus Masterplans</li> </ul>	<ul style="list-style-type: none"> <li>Eden District Council</li> <li>University of Cumbria</li> <li>LSP</li> </ul>

### Monitoring

Indicator	Targets	Baseline Data
1. Number of new sites developed by the University	N/A	Monitoring to begin 2010/2011
2. Number of students	Increase from base line	Monitoring to begin in 2009/2010
3. Number of knowledge based jobs created	N/A	Monitoring to begin 2010/2011

## Appendix 1

### Linkages

The following tables indicate the links to relevant higher level guidance, best practice material, the Community Strategy, the Core Strategy objectives and existing local plan policies. It should be noted that a number of policies in the Local Plan are now of date, so in many cases the policies are different from those in the existing plan. Replacement and new policies are identified as per Regulation 13(5) of the Town and Country Planning (Local Development) (England) Regulations 2004.

#### CS1 SUSTAINABLE DEVELOPMENT PRINCIPLES

<b>Core Strategy Objectives</b>	1 - 15
<b>Community Strategy</b>	1 - 7
<b>RSS</b>	DP1, RDF1
<b>Structure Plan</b>	ST1, ST2, ST3, ST4
<b>PPS/PPG/Circulars</b>	PPS1
<b>Existing Local Plan Policies</b>	New Policy
<b>Issues &amp; Options Stage</b>	Q1, Q2
<b>Council Corporate Plan</b>	1,2,3,4

#### CS2 LOCATIONAL STRATEGY

<b>Core Strategy Objectives</b>	1,2,3,5,6,7,9,10,12,13
<b>Community Strategy</b>	1,2,4,5,6,7
<b>RSS</b>	RDF1,RDF2,RDF3
<b>Structure Plan</b>	ST1,ST5,ST7,ST11
<b>PPS/PPG/Circulars</b>	PPS1,PPS3,PPS7
<b>Existing Local Plan Policies</b>	New Policy
<b>Issues &amp; Options Stage</b>	Q4,Q5,Q6,Q8,Q32,Q33,Q34,Q40
<b>Council Corporate Plan</b>	1,2,3

#### CS3 RURAL SETTLEMENTS & THE RURAL AREAS

<b>Core Strategy Objectives</b>	2,4,5,6,7,12,13
<b>Community Strategy</b>	1,3,5,6,7
<b>RSS</b>	RDF3
<b>Structure Plan</b>	ST7
<b>PPS/PPG/Circulars</b>	PPS3, PPS7
<b>Existing Local Plan Policies</b>	New Policy
<b>Issues &amp; Options Stage</b>	Q20, Q34
<b>Council Corporate Plan</b>	1,2,3

## CS4 FLOOD RISK

Core Strategy Objectives	9
Community Strategy	1,3,6
RSS	DP1, EM5
Structure Plan	ST3, C42
PPS/PPG/Circulars	PPS25
Existing Local Plan Policies	SE2 (superseded)
Council Corporate Plan	1,2

## CS5 TRANSPORT & ACCESSIBILITY

Core Strategy Objectives	1,2,4,5,6,8
Community Strategy	1,2,3,4,5,6,7
RSS	DP1, RT2
Structure Plan	ST3, T24
PPS/PPG/Circulars	PPG13
Existing Local Plan Policies	PT1, PT3, PT4, PT5, PT9, PT10
Issues & Options Stage	Q39, Q40
Council Corporate Plan	1,2,3

## CS6 DEVELOPER CONTRIBUTIONS

Core Strategy Objectives	1,3,4,5,6,7,8,10,12
Community Strategy	1,2,3,4,5,6,7
RSS	L5, DP1, CNL2
Structure Plan	H19, ST3, ST11
PPS/PPG/Circulars	
Existing Local Plan Policies	New Policy
Issues & Options Stage	Q12, Q22
Council Corporate Plan	1,2,3

## CS7 PRINCIPLES FOR HOUSING

Core Strategy Objectives	1,4,6,7,8,9,10
Community Strategy	1,4,5,6
RSS	DP1,RDF1,RDF3,CNL1,CNL2,L4,L5
Structure Plan	ST1,ST5,ST7,ST11,H17,H18,H19
PPS/PPG/Circulars	PPS3
Existing Local Plan Policies	H1,H4,H5,H7
Issues & Options Stage	Q3,Q4,Q5,Q9,Q10,Q11,Q19,Q20
Council Corporate Plan	1,2,3

## CS8 MAKING EFFICIENT USE OF LAND

Core Strategy Objectives	1,2,4,10
Community Strategy	5,6
RSS	DP1,L4
Structure Plan	ST3,H18
PPS/PPG/Circulars	PPS3
Existing Local Plan Policies	H1,H4
Issues & Options Stage	Q7,Q8
Council Corporate Plan	1,2,3

## CS9 HOUSING ON GREENFIELD SITES

Core Strategy Objectives	1,4,5,6,7
Community Strategy	1,2,3,4,5,6,7
RSS	L4,L5
Structure Plan	H17,H19
PPS/PPG/Circulars	PPS3
Existing Local Plan Policies	H2,H5
Issues & Options Stage	Q8
Council Corporate Plan	1,2

## CS10 AFFORDABLE HOUSING

Core Strategy Objectives	1,4
Community Strategy	1,5
RSS	L5
Structure Plan	H19
PPS/PPG/Circulars	PPS3
Existing Local Plan Policies	H1,H5
Issues & Options Stage	Q11,Q12
Council Corporate Plan	1,2,3

## CS11 PROVISION FOR GYPSIES & TRAVELLERS

Core Strategy Objectives	1,2,4,5,6,7,8,10
Community Strategy	1,2,4,5,6,7
RSS	DP1,RDF1
Structure Plan	ST1,ST3
PPS/PPG/Circulars	
Existing Local Plan Policies	H12
Issues & Options Stage	Q13
Council Corporate Plan	1,2

## CS12 PRINCIPLES FOR ECONOMIC DEVELOPMENT & TOURISM

Core Strategy Objectives	1,2,3,7,8,9,10,11,12,13,14
Community Strategy	1,3,4
RSS	W3,W4,W5,W6,RDF3
Structure Plan	EM13,EM14,EM15,EM16
PPS/PPG/Circulars	PPG4,PPS7,PPG13,PPG21
Existing Local Plan Policies	TM1
Issues & Options Stage	Q32,Q33,Q34,Q35,Q36,Q37,Q38
Council Corporate Plan	2,3

## CS13 EMPLOYMENT LAND PROVISION

Core Strategy Objectives	1,7,8,9,10,12,13
Community Strategy	1,3,6,7
RSS	DP1,W3,RDF3
Structure Plan	ST3,ST5,EM13,EM15
PPS/PPG/Circulars	PPG4,PPS7,PPG13
Existing Local Plan Policies	EM1,EM2,EM3,EM4
Issues & Options Stage	Q32,Q33
Council Corporate Plan	2,3

## CS14 EMPLOYMENT DEVELOPMENT IN RURAL AREAS

Core Strategy Objectives	12,13
Community Strategy	1,3
RSS	DP1,RDF3,W3
Structure Plan	ST3,EM15
PPS/PPG/Circulars	PPS7
Existing Local Plan Policies	New Policy
Issues & Options Stage	Q34
Council Corporate Plan	2,3

## CS15 TOURISM & THE VISITOR ECONOMY

Core Strategy Objectives	2,3,7,8,12,14,15
Community Strategy	1,3,6,7,8
RSS	DP1,W5,W6
Structure Plan	ST3,EM16
PPS/PPG/Circulars	PPS7,PPG13, Good Practice Guide on Planning Tourism (2006)
Existing Local Plan Policies	TM1
Issues & Options Stage	Q35,Q36,Q37,Q38
Council Corporate Plan	2,3

## CS16 PRINCIPLES FOR THE NATURAL ENVIRONMENT

Core Strategy Objectives	2,3,15
Community Strategy	1,2,3,6
RSS	EM1
Structure Plan	EN34,EN35,EN36,EN37
PPS/PPG/Circulars	PPS7,PPS9,PPG17
Existing Local Plan Policies	NE3,NE4,NE5,NE6,NE7,BE15,BE16
Issues & Options Stage	Q14,Q15,Q16
Council Corporate Plan	2

## CS17 PRINCIPLES FOR THE BUILT ENVIRONMENT

Core Strategy Objectives	2,8,15
Community Strategy	1,5,6
RSS	EM1,DP1
Structure Plan	E38,E39
PPS/PPG/Circulars	PPS1,PPS3,PPS12,PPG15,PPG16
Existing Local Plan Policies	BE1,BE3,BE4,BE7,BE8,BE11,BE13, BE19,BE22
Issues & Options Stage	Q17,Q18,Q19
Council Corporate Plan	1,2,3

## CS18 DESIGN OF NEW DEVELOPMENT

Core Strategy Objectives	2,4,5,6,8,9,10,11,12,13
Community Strategy	1,3,5,6
RSS	DP1,RDF1
Structure Plan	ST1,ST3
PPS/PPG/Circulars	PPS1,PPS3,PPS12,PPS22
Existing Local Plan Policies	BE19,BE22
Issues & Options Stage	Q19,Q20,Q21
Council Corporate Plan	2



## **CS19 ENERGY EFFICIENCY, CONSERVATION AND PRODUCTION IN NEW DEVELOPMENTS**

<b>Core Strategy Objectives</b>	4,7,8,9,10,11
<b>Community Strategy</b>	3,5,6
<b>RSS</b>	DP1,EM16,EM17
<b>Structure Plan</b>	ST3
<b>PPS/PPG/Circulars</b>	PPS1,PPS22
<b>Existing Local Plan Policies</b>	New Policy
<b>Issues &amp; Options Stage</b>	Q25,Q26,Q27,Q28,Q29,Q30,Q31
<b>Council Corporate Plan</b>	2

## **CS20 RENEWABLE ENERGY**

<b>Core Strategy Objectives</b>	2,11
<b>Community Strategy</b>	5,6
<b>RSS</b>	EM17
<b>Structure Plan</b>	R44
<b>PPS/PPG/Circulars</b>	PPS1,PPS22
<b>Existing Local Plan Policies</b>	NR2
<b>Issues &amp; Options Stage</b>	Q23,Q24
<b>Council Corporate Plan</b>	2,3

## **CS21 PRINCIPLES FOR SERVICES & FACILITIES**

<b>Core Strategy Objectives</b>	1,2,3,4,5,6,7
<b>Community Strategy</b>	1,2,4,6,7
<b>RSS</b>	RT1,RT7,W5,RDF3,L1
<b>Structure Plan</b>	L52,L53,L54,L55,L56,L57
<b>PPS/PPG/Circulars</b>	PPS1,PPS7,PPG17
<b>Existing Local Plan Policies</b>	SH6,SH7,RE1,RE3,SE3
<b>Council Corporate Plan</b>	2,3

## **CS22 PROTECTION OF VILLAGE SERVICES & FACILITIES**

<b>Core Strategy Objectives</b>	5,6,12
<b>Community Strategy</b>	1,2,3
<b>RSS</b>	RDF3
<b>Structure Plan</b>	L55
<b>PPS/PPG/Circulars</b>	PPS7
<b>Existing Local Plan Policies</b>	SE3
<b>Council Corporate Plan</b>	2,3

## CS23 RETAIL HIERARCHY

Core Strategy Objectives	1,6,8
Community Strategy	1
RSS	RT1,RT7,W5
Structure Plan	L52,L53,L54
Existing Local Plan Policies	SH1,SH2
Council Corporate Plan	2,3

## CS24 OPEN SPACE & RECREATIONAL LAND

Core Strategy Objectives	2,3
Community Strategy	1,2,6
RSS	EM3
Structure Plan	L57
PPS/PPG/Circulars	PPG17
Existing Local Plan Policies	BE15,BE16
Issues & Options Stage	Q16
Council Corporate Plan	2

## CS25 UNIVERSITY OF CUMBRIA

Core Strategy Objectives	12,13
Community Strategy	3,4
RSS	L1
Structure Plan	L56
PPS/PPG/Circulars	PPS1
Existing Local Plan Policies	New Policy
Council Corporate Plan	2,3

## REPLACEMENT OF LOCAL PLAN POLICIES BY CORE STRATEGY

Old Policy	New Policy
NE5 Sites of National Importance	CS16
NE6 Sites of Regional Importance	CS16
NE8 Agricultural Diversification	CS14
NE9 Building for Agriculture & Forestry	CS14
BE3 New Development in Conservation Areas	CS17, 18
BE7 Historic Parks & Gardens	CS17, 18
BE8 Ancient Monuments	CS17, 18
BE13 Development Affecting Listed Buildings	CS17, 18
BE15 Amenity Open Space	CS24
BE19 Quality of Design	CS18
BE22 Designing Out Crime	CS18
HS6 Affordable Housing for Local Needs	CS10
HS13 Gypsy Sites	CS11
TM1 Tourism Developments – General	CS12, 15
TM2 Small Scale Tourism Developments	CS12, 15
TM3 Larger Scale Tourism Developments	CS12, 15
PT1 Road Improvements and Traffic Management	CS5
PT3 Traffic Implications of Development	CS5
PT4 Traffic Management	CS5
PT5 Development of Car & Coach Parks	CS5
PT6 Parking Provision	CS5
PT7 Parking Provision for People with Disabilities	CS5
PT9 Public Transport	CS5
PT10 Provision for Cyclists	CS5
SH1 Retail Development in Towns	CS23
SH6 Village Shops	CS21
SH7 Village Shops & Post Offices	CS22
RE1 Land in Recreational Use	CS21, 24
RE3 Development of New and Existing Facilities	CS21
SE3 Village Facilities	CS21, 22

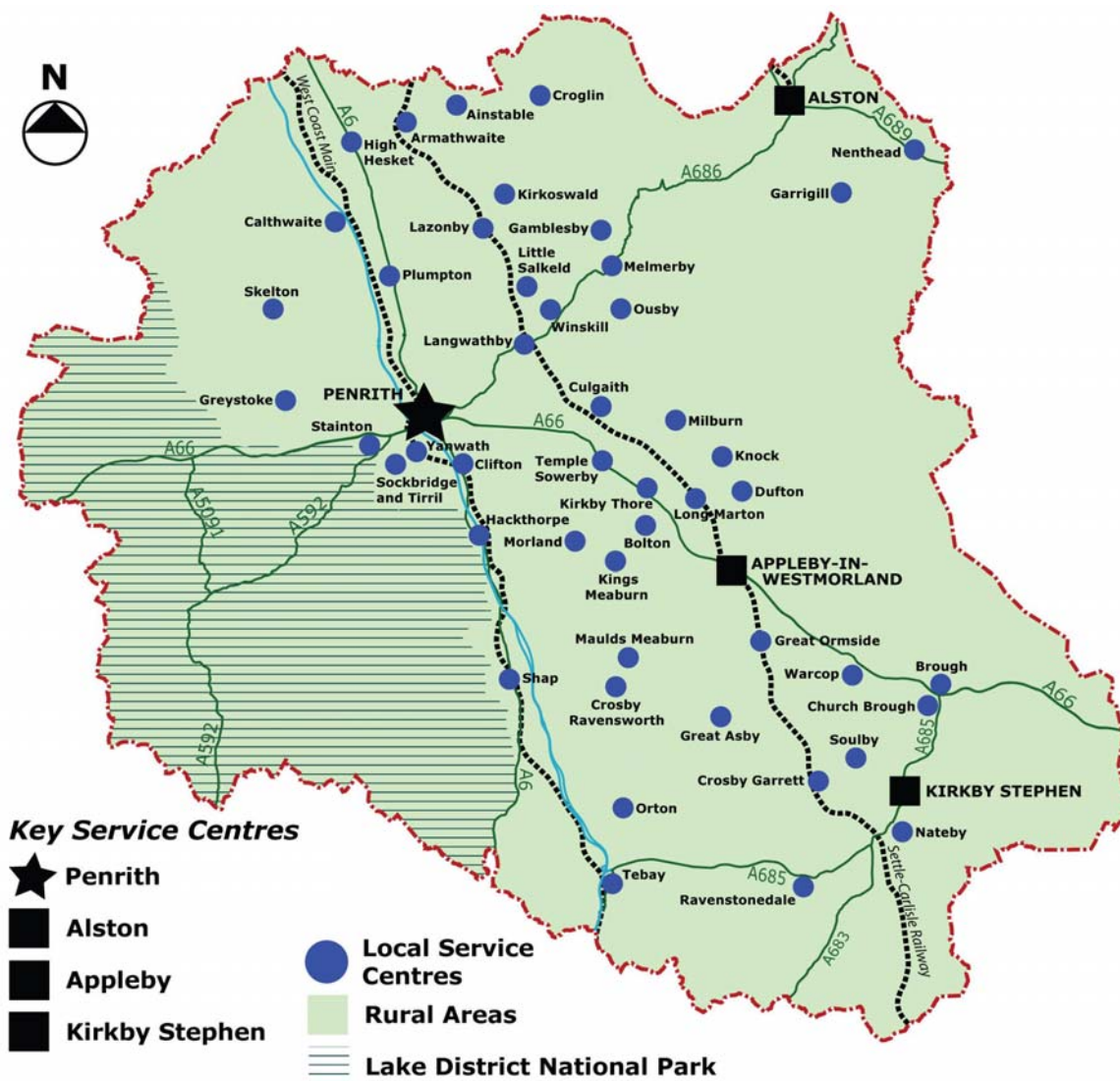
## Appendix 2

### Local Service Centres

Ainstable  
Armathwaite  
Bolton  
Brough & Church Brough  
Calthwaite  
Clifton  
Croglin  
Crosby Garrett  
Crosby Ravensworth  
Culgaith  
Dufton  
Gamblesby  
Garrigill  
Great Asby  
Great Ormside

Greystoke  
Hackthorpe  
High Hesket  
Kings Meaburn  
Kirkby Thore  
Kirkoswald  
Knock  
Langwathby  
Lazonby  
Little Salkeld  
Long Marton  
Maulds Meaburn  
Melmerby  
Milburn  
Morland

Nateby  
Nenthead  
Orton  
Ousby  
Plumpton  
Ravenstonedale  
Shap  
Skelton  
Sockbridge & Tirril  
Soulby  
Stainton  
Tebay  
Temple Sowerby  
Warcop  
Winskill  
Yanwath



## Appendix 3

### Glossary of Terms

The table below contains the various abbreviations which are used throughout the Core Strategy and their definitions.

<b>AMR</b>	Annual Monitoring Report	A report submitted to the government by local planning authorities or regional planning bodies assessing progress with and the effectiveness of a Local Development Framework.
<b>DCLG</b>	Department for Communities and Local Government	DCLG's aim is to create sustainable communities. It is responsible for housing, planning, regional and local government, regeneration, social exclusion, neighbourhood renewal and the fire and rescue service.
<b>DPD</b>	Development Plan Document	The documents that a local planning authority must prepare, and which have been subject to rigorous procedures of community involvement, consultation and independent examination
<b>EIP</b>	Examination in Public	An examination chaired by an independent inspector to consider objections to a DPD and the overall "soundness" of the document in accordance with specific tests.
<b>GONW</b>	Government Office For The North West	Representatives of central government departments in the North West region
<b>LDF</b>	Local Development Framework	The LDF will contain a portfolio of Local Development Documents (LDD) which will provide the local authority's policies for meeting the community's economic, environmental and social aims for the future of their area where this affects the development of land.
<b>LSP</b>	Local Strategic Partnership	An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, with the objective of improving people's quality of life

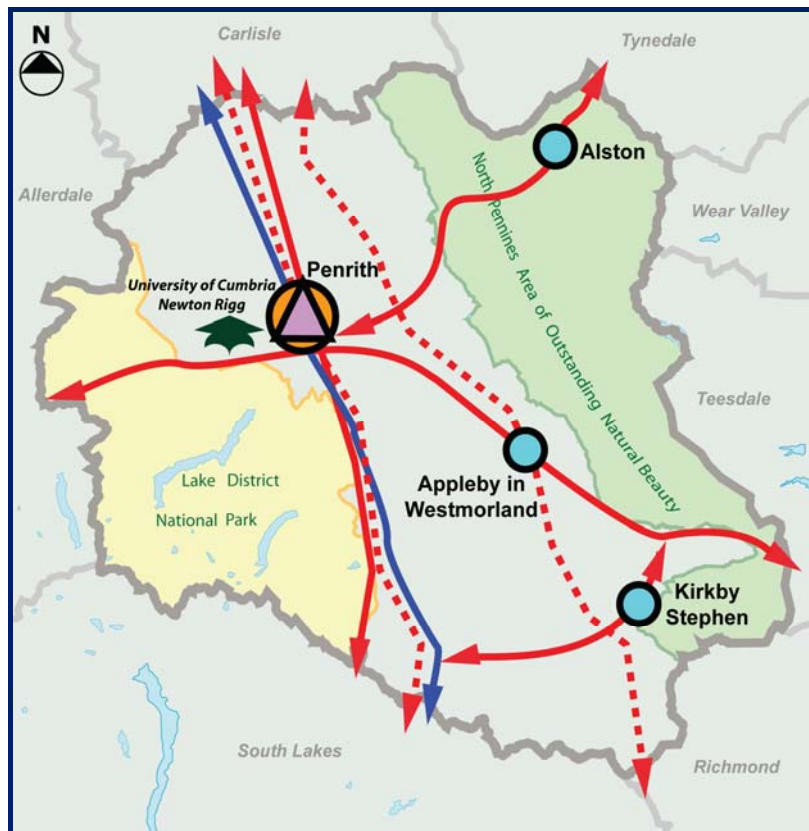
<b>LTP</b>	Local Transport Plan	A five year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local Transport Plans should be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the RSS
<b>NWRA/ 4NW</b>	North West Regional Assembly	Each of the regions outside of London has a regional chamber that the regions generally call "Regional Assemblies". They are responsible for developing and co-ordinating a strategic vision for improving the quality of life in a region. The Regional Assembly is responsible for setting priorities and preparing certain Regional Strategies, including the RSS.
<b>PPG</b>	Planning Policy Guidance	Government statements of national planning policy gradually being superseded by PPSs
<b>PPS</b>	Planning Policy Statement	Government statements of national planning policy, being phased in to supersede Planning Policy Guidance notes
<b>RPB</b>	Regional Planning Body	See NWRA
<b>RPG</b>	Regional Planning Guidance	Regional Planning Policy Guidance issued for each region in England by the Secretary of State. Most RPG becomes the Regional Spatial Strategy until revised by replacement RSS
<b>RSS</b>	Regional Spatial Strategy	The RSS, incorporating a regional transport strategy, provides a spatial framework to inform the preparation of local development documents, local transport plans and regional and sub regional strategies and programmes that have a bearing on land use activities
<b>SA</b>	Sustainability Appraisal	Assessment of the social, economic and environmental impacts of the policies and proposals contained within the LDF





<b>SCI</b>	Statement of Community Involvement	Document explaining to stakeholders and the community, how and when they will be involved in the preparation of the LDF, and the steps that will be taken to facilitate this involvement
<b>SEA</b>	Strategic Environmental Assessment	Assessment of the environmental impacts of the policies and proposals contained within the LDF



## Appendix 4

### Key Diagram



KEY		
Environment	Employment	Transport
 Lake District National Park	 Urban Employment Extension - Penrith	 National and Regional Road Networks
 North Pennines Area of Outstanding Natural Beauty	 Employment and Housing on a Moderate Scale	 National and Regional Public Transport Networks (Rail)
 Urban Housing Extensions - Penrith	 Centre of Learning	



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