

Regulation 16 Consultation Draft Neighbourhood Development Plan Summary Document 2019-2032

July 2020

The Parish of Penrith
Penrith Designated Neighbourhood Plan Area



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Executive Summary

Penrith Town Council wishes to thank the people of Penrith who responded to the previous consultations and whose comments and contributions were used to help shape and develop the Draft Penrith Neighbourhood Development Plan (PNDP).

The Penrith Neighbourhood Development Plan (PNDP) has been prepared by Penrith Town Council and when finally approved by you, the people of Penrith, will become part of the development plan for Eden District. This means that the PNDP will then be used to help decide on planning applications that are considered by Eden District Council's (EDC) Planning Committee.

NDPs have to plan positively, promote sustainable development and be in general conformity with Eden District Council's Local Plan which was adopted on 11 October 2018 and the National Planning Policy Framework.

The PNDP is made up of a set of planning policies and proposals that have been put together to help us achieve our Vision for Penrith.

Your comments on these policies will be carefully considered by the Penrith Neighbourhood Development Plan Group, and the Town Council, and will be used to inform the final version of the PNDP. When the final PNDP is completed, and approved by the Town Council, it will be submitted to EDC and an independent Inspector will be appointed to consider the PNDP. After inspection, the plan will be put to Referendum and, if adopted, will become the definitive statement of planning policy for Penrith.

Thank you for your time and interest.

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Help and Advice Note:

- This process will shape development in Penrith and it is important that you have your say so please complete and return the survey.
- The full document can be viewed online at: www.eden.gov.uk/penrithneighbourhoodplan
- If you email us at: neighbourhood.planning@eden.gov.uk we can email you a copy or
- ❖ You can make an appointment to view a hard copy at the Town Council Offices on Friargate between 10am and 2pm Monday to Wednesday by phoning 01768 899773 or emailing deputytownclerk@penrithtowncouncil.co.uk
- If you have any questions, please come and see us: Penrith Town Council Office, 19-24 Friargate, Monday to Friday 9am to 1pm.



Overview

1. Vision

The PNDP is made up of a set of planning policies published in this booklet, that have been brought together to help us achieve our Vision for Penrith:

Penrith, Heart of Eden - A great place to live, work and visit

By 2032, Penrith will be a successful, vibrant market town providing a sustainable environment for quality of life, attracting investment and tourism whilst enhancing the best of its built and natural character.

2. Introduction

This is a **summary** of the Penrith Neighbourhood Development Plan (PNDP). The PNDP is made up of a set of planning policies and proposals that have been developed from the comments and suggestions put forward during our initial public consultation in 2017. Some comments and suggestions could not be built into planning policies, so we also have several supporting actions to be undertaken with partner organisations to help improve the Town.

Production of the PNDP is governed by law and due process. Following this consultation, comments received will be carefully considered and amendments made if appropriate before an independent Planning Inspector considers the plan. After that it is put to referendum and, if adopted, becomes the definitive statement of planning policy for Penrith.

We want to hear your views on the Draft PNDP. Comments are invited from 23 September 2020 until 4 November 2020.

The Regulation 16 Draft Plan, representation forms and other background documents are also available for viewing and downloading from the Neighbourhood Plan section of the Penrith Town Council website:

https://www.penrithtowncouncil.co.uk/neighbourhood-plan/

You will also be able to make an appointment to view a copy at the Town Council offices on Friargate between 10am – 2pm Monday to Wednesday by calling 01768 899773 or by emailing deputytownclerk@penrithtowncouncil.co.uk

Please complete Eden District Council's survey by 4 November 2020 as your opinion matters.

The survey is available on the Council's website. Alternatively hard copies are available from Penrith Town Council's offices.

We look forward to hearing from you.

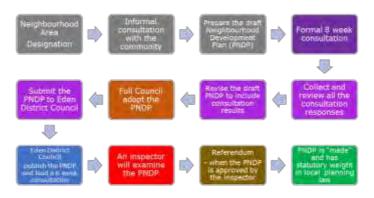
3. How the Plan was Produced

The PNDP Group was established by the Town Council to develop the Plan and ensure that it reflected the wishes, interests and aspirations of Penrith's community. The Group included some Town Councillors and representatives of Cumbria Action for Sustainability (CAfS), Churches Together, Penrith Action for Community Transition (PACT), Cumbria Youth Alliance, Penrith Chamber of Trade, Queen Elizabeth Grammar School, Newton Rigg College and an individual representing health and minority issues. Kirkwells Town Planning Consultants provided invaluable support.

We had assistance from Ullswater Community College (UCC), Eden Arts, Eden Valley Artistic Network and Penrith Business Improvement District (BID) who weren't able to attend all meetings but provided advice and support. Planning Policy Officers and Housing Officers from Eden District Council also offered advice and support.

A stakeholder event for community groups and businesses was held in March 2017 followed by public consultation events in March and April. Further consultation was undertaken during summer 2018 on the initial draft PNDP document and the Regulation 14 consultation was undertaken February to April 2019. We are now at the 9th stage in the process:

Neighbourhood Plan Process



4. Key Issues for Penrith Today

The key issues were identified through the initial consultation and from an assessment of available evidence which can be found on our website. Penrith Town Council wishes to thank everyone who has submitted their views and comments so far.

The key theme that emerged during the consultation was the need to promote sustainable development. This runs

through all the key issues identified and as a 'golden thread' through the planning policies that have been developed in the plan.

- Nature protect and provide greenspaces, trees, hedgerows, wildlife:
- Heritage conserve the Town's history, character, views and landscape;
- Air Quality and Climate Change improve air quality and support the transition to a low carbon future;
- Water reduce water consumption, maximise surface water collection and reduce the impact of flooding;
- Housing provide affordable homes with a range of highquality community and social facilities;
- People recognise and respond to the needs of all, especially families, young people and our growing older population;
- Wellbeing increase individual and community wellbeing by providing high quality community facilities, greenspaces and facilities for walking and cycling;
- Inclusiveness foster inclusiveness
- Employment encourage better paid jobs, support local and small businesses and help improve skills and training;
- Infrastructure include appropriate energy, waste road, public transport and other infrastructure.

Objectives and Policies

Objective 1: Sustainable Development

To ensure that all development in the Town is sustainable and meets the needs of the present without compromising the ability of future generations to meet their own needs and promote and pursue a transition to a low carbon economy.

Policy 1 Sustainable Development in Penrith

- Development proposals should be designed to incorporate sustainable development principles and measures. These measures should build in resilience and achieve development that is adaptable to meet the challenges of future climate and socio-economic change. Development proposals should demonstrate, where practicable, that they meet all of the following criteria:
- The inclusion of design features and measures that encourage active and healthy lifestyles, for example, good links to the walking, cycling and public transport network, and incorporation of cycle storage, access to private or shared garden space and public recreation space.
- 3. Measures to prevent flooding and water course pollution and measures to minimise water consumption, including the incorporation of sustainable urban drainage systems, rainwater harvesting and water efficient fittings.
- 4. Design that includes measures to minimise energy use and consumption, seeks to include the highest available standards of energy efficiency, and provides, where appropriate, on-site production of energy using renewable sources, such as photovoltaics, ground/air source heat pumps and small wind turbines.

- 5. Utilising recycled building materials, wherever possible (eg masonry, roofing materials, aggregate etc).
- 6. Maximise opportunities for active means of transport, (walking, cycling and public transport) and to promote use of low carbon vehicles by providing charging points.
- 7. Use of sustainable, renewable, healthy products (eg by avoiding toxic or carcinogenic materials) that embody low energy output, and are, wherever possible, sourced locally.
- 8. Protection of greenspaces, creation of new greenspaces and, where applicable, the development achieves net gains in biodiversity.
- 9. Inclusion of adequate infrastructure to service the development and to ensure the development is sustainable economically, socially and environmentally.
- Protection and enhancement of the local identity, character and distinctiveness of the Town by way of sympathetic use of building styles, layouts, materials and landscaping.

An example of a tree wind turbine.



Policy 2 Environmentally Sustainable Design

Development should be designed in such a way that it promotes high quality, environmentally sustainable design. Proposals should, therefore, be informed by, and respect, the Town's wider character and the local site context. High quality, contemporary design will be encouraged which may promote local distinctiveness or, where appropriate, reflect a different aesthetic which expresses 21st Century responses, including design to reduce the impact of climate change. Planning applications will be assessed against the following:

- Design and Access Statements, where they are required to accompany a planning application, should set out how the proposal achieves high quality design and sustainable development.
- For planning applications classed as major development (see the glossary in the PNDP), the Renewable Energy Statement shall set out how the proposal meets zero or low carbon targets and includes climate change resilience measures. As a minimum, for commercial buildings Building Research Establishment Environmental Assessment Method (BREEAM) – Good or Excellent Standard should be achieved.
- 3. If the proposals are an innovative sustainable design solution such proposals will be encouraged to ensure that buildings remain at the forefront of contemporary, sustainable building design and will be assessed for the way in which they include measures for:
 - Adopting water recycling methods at source;
 - ii. Using sustainable building materials;
 - iii. Recycling of grey and rainwater;
 - iv. Adopting high standards for thermal insulation and using features such as building orientation and natural ventilation to maximise passive solar gain and to aid natural heating and cooling of buildings and

v. Inclusion of design features that encourage more sustainable lifestyles eg electric vehicle charging points, convenient storage of waste for recycling etc.

Policy 3 Energy Use and Reducing Carbon Emissions

Developers of major proposals above a threshold of 1,000 square metres or 10 dwellings shall provide at least 15% of the development's total predicted energy requirements from on-site renewable energy generation and storage, unless this can be demonstrated to be neither practicable nor viable.

Policy 4 Accessibility and Social Inclusion

To ensure that all development proposals meet the needs of all groups and sections of the community they should be in a location that can be reasonably accessed by walking, cycling, those with mobility aids, public transport and motor vehicles. To increase accessibility, proposals should incorporate measures and features to ensure that any routes (eg footpaths, streets, roads etc) through, to and from a site are welcoming, overlooked and safe.

To improve social inclusion, where appropriate, proposals should also:

 Provide high quality, well located, accessible, functional, centralised public open spaces, play areas and public spaces that allow people of all ages and backgrounds to meet and lead healthy and active lifestyles where feasible and appropriate. Incorporate design features that will allow buildings and spaces the flexibility to adapt and change so they can meet the needs of a changing population eg by incorporating design features such as those in the Lifetime Homes Standard that allow flexibility and adaptability to create better living environments for everyone.

Policy 5 Conservation Areas in Penrith A. Penrith Conservation Area

Development within or affecting the setting of the Penrith Conservation Area should be designed to take account of the conservation and enhancement of the following:

- Historic street patterns and layouts including former market places, lanes and yards and the Conservation Area's high degree of permeability.
- The fine grain of built development and the well-defined building hierarchy with buildings generally two storeys in height and not exceeding four storeys unless of exceptional design and having no other significant adverse impact.
- 3. Vernacular buildings and styles.
- Retention re-use and use of local materials, for example red sandstone, Westmorland/Burlington slate and timber in buildings and red sandstone for boundary walls, or sympathetic alternatives that would encourage high quality, innovative design.
- Irregular roofscapes and the predominance of vertical fenestration including number and size of window openings, materials, sub-division of windows (eg mullions), decoration, shutters, window colour and glazing.

- 6. The retention, renovation and re-introduction of traditional shopfronts in line with the planning policies in this plan and the Eden District Shopfronts Supplementary Planning Document.
- 7. Key views and vistas within and of the Conservation Area, including:
 - i. View of Beacon Hill from Penrith Castle;
 - ii. View of the Lakeland Fells from green above Scaws Drive and from Beacon Edge.
- 8. Hard and soft landscaping in local materials with native species planting.

Policy 5 Conservation Areas in Penrith

B. Penrith New Streets

Development within or affecting the setting of the Penrith New Streets Conservation Area should be designed to take account of the conservation and enhancement of the following:

- 1. Retain the layout of tightly knit terraces and larger semidetached and detached villas.
- 2. Use suitable materials such as red sandstone and Westmorland/Burlington slate roofs or sympathetic alternatives that would introduce and encourage high quality, innovative design.
- Retention of vernacular architectural detailing such as arched doorways, bay windows, stone mullions, large stone chimney stacks and decorative eaves, and sandstone boundary walls within a high-quality design proposal.
- 4. Retention of mature gardens and open spaces that are integral to the Conservation Area and its setting.

Objective 2: Housing

To support a level of high-quality housing that retains Penrith's identity and encourages high levels of social interaction, meets housing needs and help to grow the local population, especially young people.

Policy 6 High Quality New Homes

To ensure new housing development is of high-quality design that reinforces local identity and reflects local distinctiveness it should have regard to and will be assessed against the following:

- Use of sympathetic layouts and building forms when considered in relation to the surrounding context and use of traditional local materials and non-traditional, innovative materials, where the latter are sympathetic to the character of adjacent buildings and the immediate surrounding area.
- 2. Visual and landscape character impact.
- 3. Access to local facilities and services.
- 4. Impact on existing communities in terms of residential amenity and impact on local infrastructure.
- 5. Traffic generation and its impact.
- 6. Provision of appropriate social infrastructure to meet the needs arising from the development, including accessible, usable open greenspace and landscaping of native species, including food plants and fruit trees.
- 7. Provision of features to encourage wildlife movement, migration, nesting (eg bird boxes, bat roosts, hedgehog holes), roosting and foraging.

8. Outside the town centre as defined in the ELP 2014-2032 the provision of off-street car parking provision to meet the standards as defined in Part 1 of the Cumbria Design Guide produced by Cumbria County Council as set out below, including garages capable of meeting the needs of contemporary vehicles

1 bedroom 1 space / garage

2 bedrooms 2 spaces

3 bedrooms 2.5 spaces

4 bedrooms 3 spaces

Policy 7 Housing Type and Mix

New housing development should provide a range of types and sizes of dwellings that meet identified local needs in accordance with ELP 2014-2032 Policy HS4.

In Penrith, as confirmed by the 2018 Housing Need Survey, the priority should be for the provision of homes to meet the needs of young renters with/without children, first time buyers, empty nesters and the ageing population. The provision of serviced plots, either individually or in groups, for custom and self-build affordable housing will also be supported on sites of 10 or more homes, or where the site has an area of 0.5 hectares or more.

Based on the 2018 Housing Need Survey and in consultation with the local community, developers should include bungalows within the mix of homes on individual sites. Extra care housing to meet the needs of the ageing population will also be supported.



Objective 3: Greenspaces

To protect greenspaces that have been identified as important to both wellbeing and the local community.

Policy 8 Identifying and Protecting Local Green Spaces

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	ne following areas will be designated as local green spaces and will be protected from inappropriate development	
C2	Land between rugby pitches and houses on Carleton Rd	
PE6	Land and wood above Scaws Drive	
PE8	Land between Brentfield Way and Meadowcroft	
PE9	Folly Lane Allotments	
PE12	St Andrew's Churchyard	
PN14	Beacon Hill	
PN17	Open area top of Croft Terrace against Beacon Edge	
PN18	Field on Beacon Edge	
PN24	Fell Lane Pinfold	

PN27	Cockell House Gardens/Drovers Lane
PN28	Cockell House Gardens/Macadam Gardens
PN29	Voreda Park Central Space
PN30	Head of Macadam Way
PN31	Pembroke Place
PN32	Land in Voreda Park
PN33	Plimsoll Close
PN34	Cambridge Drive
PN36	St Catherine's Churchyard
PN37	Christchurch Churchyard
PN40	Coronation Gardens
PN42	Bowscar
PN43	Friends Meeting House Allotment Gardens
PW45	Nichol Hill Nature Reserve
PW46	Thacka Beck Nature Reserve
PW47	Brunswick Square Gardens
PW49	James Street Allotments
PW50	Castletown/Musgrave St/Brackenber Allotments
PW52	Recreation area between Musgrave St Allotments and Newton Rd
PS53	Wetheriggs Country park
PP66	Thacka Glen
PP67	Pategill Back Field
PP70	Open space to south of Eden Housing Association (EHA)
PP71	Open space to north of EHA
PP72	Open space to north of Greengarth

Objective 4: Culture and Leisure

To ensure the Town's range of leisure and recreation facilities are enhanced and protected with a particular focus on wellbeing and meeting the needs of young people.

Policy 9 Protecting and Enhancing Sport, Leisure and Recreation Facilities

The following sport and recreation facilities will be protected in accordance with Eden Local Plan 2014-2032 Policy COM2 Protection of Open Space, Sport, Leisure and Recreation Facilities:

C1 C2	Carleton Heights Play Area Part of C2 Penrith RUFC (the rugby pitches are already designated as public open space in the Local Plan although the field between the pitches and the houses on Carleton Rd is not
C4	Hunter Hall School Playing Field
C5	Frenchfield Sports Centre inc Penrith Football Club
PE7	Scaws Play Area
PE10	Friars Bowling Club
PE11	Beaconside School Playing Fields
PN16	Milton Street Play Area
PN19	Penrith Golf Course
PN21	Fairhill Playing Field
PN22	St Catherine's School Field
PN41	Bowscar Play Area
PW51	Castletown Recreation Area
PS54	The Crescent Playing Field

PS55	In part PS55 Ullswater CC playing fields (the area to the south of the cricket ground is already designated as public open space in the Local Plan although the field between the cricket ground and Bridge Lane is not)
PS56	Penrith Cricket Ground
PS57	Playing field at southern gateway to town between A66 and Clifford Rd
PS59	North Lakes School playing field
PS60	Land between Wetheriggs Lane and Astro Turf
PS62	Queen Elizabeth Grammar School Playing Field
PS64	Castle Park
PP68	Pategill play area and recreation ground
	Penrith Leisure Centre

Proposals for a place-based youth facility including indoor and outdoor space (such as the Youth Zone, Carlisle) will be supported where they would not lead to significant adverse impacts on the amenity of adjacent users and occupiers.



Using the number reference in **Policies 8 and 9**, the descriptions and locations may be found in the Policies Map included in the appendix of the full copy of the PNDP document which is available on line, on the Town Council website:

www.penrithtowncouncil.co.uk/neighbourhood-plan

Hard copies will also be available to look at in Penrith Town Council Office, 19-24 Friargate, Penrith and Penrith Library.

Objective 5: Wellbeing

To protect health and community facilities and ensure that these have the capacity to support any needs generated by new development and a changing population.

Policy 10 Protecting and Enhancing Health and Community Facilities

There will be a presumption in favour of the protection of existing community facilities. The change of use of existing community facilities, will only be supported for other health, education or community uses such as community halls, local clubhouses, health centres, schools, public houses and children's day nurseries.

When a non-community use (eg Housing) is proposed to replace, either by conversion or redevelopment, one of the facilities, such development will only be supported when it can be demonstrated that:

- a) There is no longer a need for the facility or suitable and accessible alternatives exist.
- b) That it is no longer economically viable to provide the facility.
- c) That the site has been unsuccessfully marketed for sale in its current use.

Proposals for new community facilities and improved access to existing community facilities on the Pategill, Raiselands, Scaws and Wetheriggs estates will be supported.

Policy 11 Walking and Cycling

The provision and enhancement of walking and cycling links within the Town especially between existing and new residential areas and key destinations, such as the town centre, employment sites, schools and other community facilities will be supported. Where appropriate, new development should include walking and cycling infrastructure that is of high-quality design and accessible to all.

To ensure new development meets this policy, development will be assessed against the following:

- Where necessary and feasible, provision of links to existing open spaces, green infrastructure and watercourses (rivers, becks and streams) and water features (eg ponds);
- Connections to the existing network of walking and cycle path routes, where this is feasible, including ease and directness of any new connections created to the existing footpath and cycle path network.
- 3. The design of the foot and cycle paths within the development site should be legible and permeable (structured to provide routes to distinctive places and allow easy navigation around the site);
- 4. Design that ensures access for all users
- 5. Where necessary, inclusion of signage that is of highquality design, appropriate to the local context and avoids clutter:
- 6. Routes of all kinds should be designed in such a way so as to be as safe as practicable, appropriately lit and to minimise opportunities for crime; and
- 7. Include native tree and plant landscaping that is easily maintained and suitable to the route and its local context.

Objective 6: Town Centre Car Parking

To promote the vibrancy, accessibility and permeability of the Town Centre, including by cars, by providing adequate car parking for local people and visitors

Objective 7: Traffic Management

To address current traffic management issues and ensure that these are not exacerbated by new development.

Policy 12 Traffic Management

The following measures to improve traffic flows and ease congestion will be supported:

- A new route to divert through-traffic around the Town, introduce traffic calming to improve safety, access for emergency vehicles and maintain traffic flows.
- 2. Measures to mitigate the impacts of traffic generated from new development.
- 3. Measures to improve road safety.



Objective 8: Penrith Town Centre

To conserve the historic and notable buildings and improve the appearance of Penrith town centre to increase its attractiveness as a place to visit for both the local community and visitors.

Policy 13 Penrith Town Centre Improvements

Development to improve the appearance of the town centre will be supported. Where appropriate, new development should seek to include or make contributions to the following:

- Improve the key gateways (entry points such as Castlegate, Bridge Lane and Ullswater Road) to the town centre and the main routes through the town;
- 2. To incorporate native species of street trees and other planting at key gateways and through routes;
- Measures to improve the environment for walking and cycling, including possible pedestrianisation of areas in the town centre;
- 4. High quality public realm, including public art, that meets the needs of all town centre users and that includes street furniture that is consistent in design and style with that in the Town Council style guide (see Supporting Town Council Actions), can be easily maintained and avoids clutter by way of over-provision and poor siting of street furniture;
- 5. Provide suitable signage directing users to key locations and buildings.

Policy 14 Shopfront Design

To maintain the quality, character and distinctiveness of Penrith town centre, new shopfronts and alterations to existing shopfronts should take account of the following:

- The scale and architectural style of the existing building and any existing shopfront. The overall aim should be to seek where possible, the retention and repair of existing traditional and historic features that contribute to the interest of the building and the street frontage.
- 2. The size, detailing and materials of signage should respect the character and the area within which it is located.
- 3. Security grilles and shutters should be installed on internal aspects only.
- 4. Where in use, blinds, blind boxes and awnings should respect the scale and character of the building and the area within which it is located.



Town Council Supporting Actions –

These supporting actions have been included in the Neighbourhood plan and arose from comments or suggestions that were made by the public during our consultation events. These actions could not be translated into planning policies. The Town Council will take these actions forward on behalf of the community using alternative methods.

Conservation Areas in Penrith

To work with EDC to investigate the desirability of designating some of the residential properties in Castletown a Conservation Area.

High Quality New Homes

- To work with Eden District Council to ensure that developers deliver on their commitments identified in planning obligations, agreements and conditions.
- As well as new build housing there is a significant problem in terms of energy loss and knock-on effects to the cost of heating existing, older homes. The Town Council will seek to work with and encourage others to develop initiatives and take action to address this significant issue.

Identifying and Protecting Local Green Space

To develop management and improvement plans for all parks and protected open spaces, this should include maximising opportunities to make spaces accessible for all users.

Protecting and Enhancing Health and Community Facilities

For all major new developments, developers will be encouraged to liaise with the Northwest Ambulance Service to provide Automatic External Defibrillators (AEDs). To work with EDC, CCC and the NHS to encourage the expansion of healthcare facilities at the Old Fire Station site

Town Centre Car Parking

To work with the Eden District Council and Cumbria County Council:

- To consider utilising an existing car park, in a nonresidential area, for overnight parking for camper vans and touring caravans.
- To work with Eden Housing Association, Eden District Council and Cumbria County Council to create more off street private/residential parking.
- To support the provision of electric charging points in public car parks.
- ➤ To explore opportunities to improve car parking for town residents and provide low cost long-stay car parking (£1 a day for vehicles parked before 9.00am) for those commuting into the Town in connection with employment.
- To support the provision of affordable long-stay car parking for visitors.
- To support the provision of additional disabled car parking facilities.
- To support measures to improve the environment in and around the railway station car park.

Penrith Town Centre Improvements

- To work with Eden District Council to develop a thriving monthly market/farmers' market and explore the potential transfer of the Town's Market Charter to the Town Council.
- To explore with the owners the impediments to the letting of the empty retail units in New Squares and to explore the option of using open space in this area for events and functions.

- To develop a style guide on future street furniture, signage, soft and hard landscaping, lighting and their on-going maintenance.
- To identify support packages to encourage a mix of retail premises in Middlegate, Devonshire Street, King Street, Corn Market, Great Dockray and the pedestrianised area centred on Angel Lane.
- ➤ To work with property owners, EDC and stakeholders to enhance the gateways, in particular Castlegate.
- To support 'Keep Penrith Clean' campaign and Plastic Clever Penrith.
- ➤ To work with Penrith Business Improvement District (BID) and Chamber of Trade to encourage local retailers and restaurants to use, and publicise their use of, local products in order to encourage a reputation with residents and visitors of Penrith as a 'Food Town': and
- To work with Eden District Council, Penrith BID and the Chamber of Trade to encourage shopfront improvements.

Penrith Town Council

Regulation 16 Penrith Neighbourhood Development Plan Consultation

Have Your Say - Your Opinion Matters

