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Introduction and context

Chapter 1
1 Introduction and context

A Local Development Framework for the Lake District National Park

1.1 When the Government agreed a new planning system in 2004, it was clear that Local Development Frameworks (LDF) should promote a proactive, positive approach to managing development. This is an ethos that we have fully bought into for the Lake District National Park.

1.2 We want an LDF that talks about the different places in the National Park, how they function and relate to each other, and how we can achieve good design. We want to manage change in the National Park to secure a high quality of life for all without wasting scarce resources.

1.3 So, welcome to the first major document in the Local Development Framework for the Lake District National Park – the Core Strategy.

Core Strategy – what is its job?

1.4 The Core Strategy and Key Diagram show how we will deliver the Vision for the National Park strategically and spatially by 2025. The Core Strategy contains core policies, which are criteria or area based, and which will guide development in the National Park. It will not repeat national policy.

1.5 The Proposals Map illustrates the policies on a reference map at the back of the document.

How has the Core Strategy emerged?

1.6 We are basing this strategy on a thorough understanding of the National Park’s needs, its opportunities and constraints. We have done this by developing a robust evidence base.

1.7 We have engaged with different parts of the community throughout the Core Strategy process. We started with establishing the Vision for the National Park, then debated all the issues and options and then preferred options. In March 2009 we held an Infrastructure Planning workshop and during May and June 2009, we presented the draft policies for people to comment on as we were developing them. The pre-submission Core Strategy was published in September 2009 for comment, and a public examination into the soundness of the document and its policies took place between January and August 2010.

Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA)

1.8 We commissioned an independent SA and HRA on the issues and options, preferred options, and policy development for the Core Strategy.

1.9 All development plan documents that form part of the LDF are subject to a Sustainability Appraisal (SA) which meets the requirements of the Strategic Environmental Assessment (SEA) under EU Directive 2001/42/EC. The aim is to determine how well policies or proposals
provide for sustainable development, and whether there are any adverse effects on environmental interests.

1.10 Similarly, the Habitats Regulations 2006 require local authorities to assess the potential impacts of land use plans on the Natura 2000 network of European protected sites. This includes Special Areas of Conservation and Special Protection Areas. Ramsar Sites are also included under UK Government policy. The assessment, known as the ‘Habitats Regulations Assessment (HRA)’, tells us whether there is likely to be any significant effect on any European site.

Where to find supporting information
1.11 Information such as Technical Reports and consultation statements for all stages in the production of this document are available from the LDNPA Offices, Murley Moss, Oxenholme Road, Kendal, LA9 7RL and on our website www.lakedistrict.gov.uk/ldf

Status of Joint Structure Plan Policies and Local Plan Policies
1.12 This Core Strategy replaces many of the Joint Structure Plan policies and Local Plan policies. See the appendices for details.
Figure 1. Key Policies and Plans informing the Local Development Framework

- Parish Plans
- Community Strategies
- Local Area Agreements

- EC and UK Legislation and Guidance

- Regional Strategies:
  - Housing
  - Economic
  - Tourism
  - Minerals and Waste

- Sub-regional Documents:
  - Local Transport Plan
  - Destination Management Plan
  - Housing Strategy
  - Historic Environment Strategy
  - Joint Structure Plan
  - Cumbria Economic Plan
  - Biodiversity Action Plan
  - Waste Management Strategy
  - Economic Futures Study

- Lake District National Park Partnership
  - Management Plan and its Action Plan

- Lake District National Park Authority:
  - Local Plan
  - Business Plan
  - Climate Change Action Plan

- Lake and Valley Catchment Plans, Master Plans:
  - West Cumbria
  - Keswick
  - Ambleside
  - Windermere/ Bowness

See Appendix 3
Where we are now and where we want to be

Chapter 2
2 Where we are now and where we want to be

Understanding National Parks

2.1 National Park Purposes
2.1.1 The purposes of National Park designation were established in the National Parks and Access to the Countryside Act 1949, and amended by the Environment Act 1995, to:

- conserve and enhance the natural beauty, wildlife and cultural heritage (of the National Parks); and

- promote opportunities for the understanding and enjoyment of the special qualities (of the National Parks) by the public.

2.1.2 In pursuing the statutory purposes, National Park Authorities have a duty to:
- seek to foster the economic and social well-being of local communities.

2.1.3 Within the National Park there are many different, and often conflicting, interests to manage. Protection of the landscape versus economic factors, viable local communities versus tourism – the challenges are endless. And it is widely acknowledged that the National Park is a living, man-made cultural landscape that has evolved over time and needs to continue evolving to sustain its future.

2.1.4 The National Parks and Access to the Countryside Act 1949 (Section 11A) makes clear that if National Park purposes are in acute conflict, greater weight should be attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the Lake District National Park.

2.1.5 The Act also requires all relevant authorities and public bodies, such as District Councils and the Utilities Companies, to take National Park purposes into account when they make decisions or carry out activities which might affect the National Park:

2.1.6 “In exercising or performing any functions in relation to, or so as to affect, land in a National Park, any relevant authority shall have regard to the (National Park) purposes…and, if it appears that there is a conflict between those purposes, shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area comprised in the National Park”

2.1.7 Authorities and public bodies must show they have fulfilled this duty. Where their activities outside National Parks might have an impact inside them, the Government says that they should cooperate across National Park boundaries.
2.2 National Park Authorities as Planning Authorities
2.2.1 National Park Authorities have planning powers, including those for Minerals and Waste, under the Environment Act 1995. They must use their planning functions to further the National Park purposes and duty.

2.2.2 National planning policy is directly relevant to National Parks, particularly Planning Policy Statement 7: Sustainable Development in Rural Areas.

2.3 Lake District – a spatial portrait
2.3.1 The Lake District National Park, designated in 1951, is the largest National Park in England. It covers 2,292 square kilometres and makes up a third of the total area of Cumbria. Its boundary extends across parts of Eden, Allerdale, South Lakeland and Copeland districts and it encompasses 80 parishes. It is bounded by the M6 and A6 to the east. The A66 and A590 run through the northern and southern areas respectively.

2.3.2 The National Park has a population of 41,831 and a traditional settlement pattern. Only three settlements have resident populations over 3,000: Keswick, Ambleside and Windermere/Bowness. Over 8 million visitors come to the National Park each year, and tourism is the major industry. Much of the tourism activity is around Keswick and Borrowdale in the north, and the Windermere to Grasmere corridor in the south east.

2.3.3 Settlement patterns and transport routes reflect the area’s topography. There is a clear radial pattern of lakes and valley catchments from the central Lake District. A recent landscape character assessment shows that different parts of the National Park have very different characteristics, for example landscape features, type of land management, and building materials. Links between areas within and outside the National Park also vary, and depend on factors like accessibility and employment opportunities. We further explain this connectivity in the Spatial Development Strategy in Section 3.

2.3.4 The National Park has some of the country’s finest upland scenery. Its dramatic and imposing landscape is made up of rugged mountains, tranquil lakes and sheltered valleys. It has an outstanding range of designated and non-designated ecological, geological, archaeological, and historic sites and features, and many protected species of plants and animals. Our extensive public rights of way network is complemented by significant areas of open access land.

2.3.5 A summary of the National Park profile is in Appendix 4.

2.4 Complex challenges and issues
2.4.1 The relationship between the National Park’s designated status, its physical characteristics, accessibility and land uses, together with economic, social and environmental trends, have resulted in a number of complex issues. They include:

- a lack of affordable housing
- increasing traffic volume and seasonal congestion
- lack of diverse employment opportunities
- decline of rural services
- the development potential of sites important for their nature conservation or historic/cultural value
- erosion of special qualities such as tranquillity and local distinctiveness
- effect of climate change on habitats and species
- changes in agricultural practices and impact on landscape and rural communities

2.5 Special Qualities

2.5.1 The Environment Act refers to ‘special qualities’, and these distinguish the National Parks from each other and from other parts of the country. The Lake District National Park’s cultural significance has merited inclusion on the Government’s tentative list of World Heritage Site nominations.

2.5.2 During the National Park Management Plan 1998 review, and again in 2002 as part of the World Heritage Site research, we asked individuals and organisations for their views on the National Park’s special qualities. We acknowledged that responses would depend on personal definitions of ‘special’ and ‘quality’, and on individual’s knowledge and experience of the National Park and of everywhere else. From the responses, we have identified a number of characteristics that, collectively, make the Lake District unique. These include its:

- complex Geology
- diverse Landscape
- concentration of Common Land
- unique Mosaic of Lakes, Tarns and Rivers
- wealth of Habitats and Wildlife
- extensive Semi-Natural Woodlands
- history of Tourism and Outdoor Activities
- opportunities for Quiet Enjoyment
- open Nature of the Fells
- rich Archaeology
- distinctive Settlement Character
- celebrated Social and Cultural Roots

For a full description of these qualities, see the Lake District National Park Management Plan 2004.

A vision for the Lake District

2.6 Making the National Park purposes a reality

2.6.1 In any National Park, all partners and stakeholders should know how they will work together to meet the statutory purposes. In 2003, partners and stakeholders in the National Park recognised that there was no shared commitment. There was nothing that could bind all our different agendas together. We therefore took the lead to bring people and organisations together to develop a new Vision for the National Park 2006-2030. A new Lake District National Park Partnership, which
includes all the key stakeholders in the National Park, adopted this Vision.

2.6.2 It is this Vision that the Partnership has proposed as the mechanism to bring together everyone to achieve the National Park purposes. It is this Vision that will guide the National Park Management Plan review, the Lake District National Park Partnership’s actions, and LDF development policies and plans.

2.7 The Vision

<table>
<thead>
<tr>
<th>The Vision for the Lake District National Park</th>
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<tbody>
<tr>
<td>The Lake District National Park will be an inspirational example of sustainable development in action.</td>
</tr>
<tr>
<td>It will be a place where its prosperous economy, world-class visitor experiences and vibrant communities come together to sustain the spectacular landscape, its wildlife and culture.</td>
</tr>
</tbody>
</table>

We will see the following outcomes:

**A prosperous economy**
Businesses will locate in the National Park because they value the quality of opportunity, environment and lifestyle it offers. Many will draw on a strong connection to the landscape and entrepreneurial spirit will be nurtured across all sectors and traditional industries maintained to ensure a diverse economy.

**World-class visitor experiences**
High quality and unique experiences for visitors with a stunning and globally significant landscape. Experience that competes with the best in the international market.

**Vibrant communities**
People successfully living, working and relaxing within upland, valley and lakeside places where distinctive local character is maintained and celebrated.

**Spectacular landscape**
A landscape which provides an irreplaceable source of inspiration, whose benefits to people and wildlife are valued and improved. A landscape whose natural and cultural resources are assets to be managed and used wisely for future generations.
Our Strategic Objectives

2.8 What are the strategic objectives?
2.8.1 The strategic objectives are the way that we will deliver the Vision. They express the Lake District National Park Partnership’s ambitions, and recognise the aims and objectives of the four Community Strategies which extend across the National Park.

<table>
<thead>
<tr>
<th>Spectacular landscapes</th>
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<tr>
<td><strong>SO1</strong></td>
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<td><strong>SO2</strong></td>
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<td><strong>SO3</strong></td>
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<td><strong>SO4</strong></td>
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<td><strong>SO5</strong></td>
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<tr>
<th>Prosperous economy</th>
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<td><strong>SO6</strong></td>
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<tr>
<td><strong>SO7</strong></td>
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<tr>
<td><strong>SO8</strong></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>World-class visitor experiences</th>
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<tbody>
<tr>
<td><strong>SO9</strong></td>
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<tr>
<td><strong>SO10</strong></td>
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<td><strong>SO11</strong></td>
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<td><strong>SO12</strong></td>
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<table>
<thead>
<tr>
<th>Vibrant communities</th>
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<tbody>
<tr>
<td><strong>SO13</strong></td>
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<td><strong>SO14</strong></td>
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<td><strong>SO15</strong></td>
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<td><strong>SO16</strong></td>
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</tbody>
</table>
SO17  Provide new housing to support and maintain our vibrant communities, which is of a type and tenure appropriate to meeting the identified local need, is of a standard which helps to address the issue of climate change and is assessed in the context of other land use demands.

Minerals and Waste

SO18  Enable development and land use within the mining industry to help secure the continuation and availability of the traditional skills and materials necessary to maintain the distinctive settlement character, and celebrated social and cultural heritage of the National Park.

SO19  To adapt to and mitigate against the impacts of climate change by promoting opportunities for waste minimisation, recycling and the recovery of value from waste.

Transport

SO20  Achieve more sustainable travel patterns.

2.9  **Who will implement the Core Strategy and the strategic objectives?**

2.9.1  We will lead and monitor the Core Strategy implementation. Our policy planners, development management planners and specialists including design, ecology, archaeology and landscape management, will do this. We will also lead the development of projects in partnership with other organisations. Key delivery partners will be:

- the Lake District National Park Partnership, which includes all the district councils and representatives of the Cumbrian Association of Local Councils
- Cumbria Strategic Partnership
- organisations working independently or in smaller partnerships, for example Cumbria Tourism, Natural England, National Trust and Friends of the Lake District
- funding bodies such as the Northwest Development Agency
- Parish Councils and local groups
- statutory undertakers (for example gas, water, electricity)
- government agencies such as the Highways Agency
The policies
Chapter 3
3 The policies

Spatial Development Strategy for the National Park

3.1 Introduction

3.1.1 The special qualities distinguish the National Parks from each other and from other parts of the country. Our special qualities are also what make the Lake District National Park different from other parts of the north west region and from other parts of Cumbria. It is essential that we are clear what these special qualities are, so we can continue to give them the highest level of protection. It is the purpose of the Local Development Framework, and the Core Strategy in particular, to manage the National Park with the dual purpose of having particular regard to our special qualities whilst also seeking to foster the social and economic wellbeing of local communities. It is not the intention for the LDF to seek or facilitate large amounts of development per se.

The Special Qualities are:

- Complex Geology
- Diverse Landscape
- Concentration of Common Land
- Unique Mosaic of Lakes, Tarns and Rivers
- Wealth of Habitats and Wildlife
- Extensive Semi-Natural Woodlands
- History of Tourism and Outdoor Activities
- Opportunities for Quiet Enjoyment
- Open Nature of the Fells
- Rich Archaeology
- Distinctive Settlement Character
- Celebrated Social and Cultural Heritage

3.1.2 In order to protect these special qualities the Spatial Development Strategy needs to acknowledge the limited capacity of the spectacular landscape to accommodate development, combined with the way in which local communities function across the National Park. The topography is an asset but also a key barrier to accessibility, and the way in which communities operate reflect these functional and physical constraints. These are in turn reflected by the Distinctive Areas identified in this strategy.

3.1.3 It is for these reasons that concentrating development in a small number of locations is inappropriate; it would lead to inequitable access to homes, jobs and services due to the sparse population and sheer size of the National Park combined with topography that acts as a physical and functional barrier. In order to reduce the need to travel to access jobs and services, these barriers need to be recognised and respected. This topography also forms a spectacular landscape which would be severely compromised if development was focused in a small number of settlements, as the capacity to accommodate such growth simply does
not exist. This Spatial Development Strategy reflects these opportunities and constraints.

3.1.4 The Lake District National Park is on the Government’s tentative list of World Heritage Site nominations. The nomination falls in the 'Cultural Landscape' category and stems from the final point in the list of special qualities, ‘celebrated social and cultural heritage.’

Policy CS01: National significance and distinctive nature of the National Park

3.2 Purpose
3.2.1 We want our policies to reflect the national significance and distinctive nature of the National Park. This policy explains how we will do this:

<table>
<thead>
<tr>
<th>Policy CS01: National significance and distinctive nature of the Lake District</th>
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</thead>
<tbody>
<tr>
<td>We will recognise the national significance and unique character of the Lake District National Park.</td>
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<tr>
<td>We will only support development proposals which:</td>
</tr>
<tr>
<td>• are consistent with National Park purposes and duty; and</td>
</tr>
<tr>
<td>• conserve and enhance the special qualities of the Lake District National Park.</td>
</tr>
<tr>
<td>If it appears that there is a conflict between National Park purposes, we shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the Lake District National Park.</td>
</tr>
<tr>
<td>We will work with others to influence their plans, strategies and proposals to ensure that development outside the Lake District National Park does not damage its setting, or otherwise prejudice the achievement of National Park purposes.</td>
</tr>
</tbody>
</table>

Policy CS02: Achieving vibrant and sustainable settlements in the National Park

3.3 Purpose
3.3.1 We want to reinforce the distinctive traditional pattern of development to support our vibrant communities, realise the potential of our settlements and reinforce the special qualities which make the National Park so unique.
3.4 **Context**

3.4.1 The National Park is unique. It is well known for its scenic beauty, spectacular landscape, vast range of recreational opportunities and its historic and cultural qualities. It also has a distinctive traditional settlement pattern, whose characteristics are part of the ‘special qualities’.

3.4.2 Much of the National Park is classed as ‘sparse’ and 99.5 percent is defined as open countryside. Approximately 80 percent of the population lives in the towns and villages. The traditional settlement pattern has evolved over centuries and has been influenced by topography. The landscape offers significant geographic barriers, which affect both accessibility to and connections between settlements. The landscape also creates areas which offer tourists a distinctively different experience as they travel through the National Park.

3.4.3 Future development in the National Park will be small in both scale and amount, and will focus on meeting local need. We have a housing target of just 60 houses per annum and we have identified a need for small scale business growth. The Vision also commits us to enhancing sustainable tourism to help support our local communities.

3.4.4 The Matthew Taylor Review describes a vision of a living, working sustainable countryside. To achieve this vision, it recommends the planning system introduces mechanisms to ensure that villages and hamlets do not become the exclusive enclaves of the wealthy and retired, or commuter dormitories. The Government has accepted many of the Review’s recommendations, as it is committed to supporting strong, diverse and dynamic rural communities.

3.4.5 Planning Policy Statement 4: Planning for Sustainable Economic Development was published in late December 2009. PPS4 provides policies that reflect a number of recommendations from the Matthew Taylor Review. The policies enable rural communities to take advantage of economic opportunities and new ways of working, while still ensuring continued strong protection for the countryside.

3.4.6 Planning Policy Statement 7: Sustainable Development in Rural Areas, requires policies to sustain, enhance and, where appropriate, revitalise country towns and villages, while maintaining local character and a high quality environment. Outside Local Service Centres, authorities should support some limited development to meet local business and community needs and to maintain the vitality of communities.

3.4.7 The challenges for sustainable rural living are very different from those for urban areas. Basic public services can be costly to run and maintain. Incomes are lower than the national average and rural industries are declining. A Rural Services Network (March 2008) study calls for us to give rural settlements the opportunity to respond to changing circumstances. The Commission for Rural Communities (2008) stated ‘Rural communities should not be denied development on the basis of unsubstantiated notion of ‘rural unsustainability’.”
3.4.8 The Cumbria Community Strategy 2008-2028 progresses the idea of rural service centres to accommodate development to meet locally generated needs. It adds that in rural and sparse rural areas, we should respect the character of individual areas and development should strengthen the economy and support rural communities.

3.4.9 Encouraged by the Government’s approach to empower local communities, several communities have grouped together at Parish level and formed partnerships to identify common issues and local solutions. The South Lakeland District Council Local Strategic Partnership formally acknowledges these as Local Area Partnerships, and recognises that geographic links influence their formation.

3.4.10 Local communities are a vital ingredient in the sustainability of the National Park. They enable cultural associations to continue as part of the historic values of the National Park, and support the spectacular landscape. We are providing a policy framework which ensures the longevity of our vibrant communities and meets our duty to ‘seek to foster the economic and social well-being of local communities’.

3.4.11 Community Action Plans show strong support for retaining and improving local services and facilities and for providing affordable housing. They also request support for farming and small businesses. Responses to our Preferred Options consultation support the role of the traditional settlement pattern and the importance of meeting local needs.

3.4.12 The National Park’s topography and designation are determining factors in the physical limitations of some of our larger settlements. On-going problems with wastewater network capacity (Appendix 6), flood risk (Table 2) and environmental constraints challenge the ability of the larger settlements to accommodate the level of development needed. Capacity is a critical issue that we reflect in this policy.

3.4.13 The Lake District Strategic Housing Land Availability Assessment (2008) (SHLAA) acknowledges it will always be extremely difficult to allocate sites in the National Park because of its environmental sensitivity. And the high proportion of new dwellings developed through conversions makes a case for including a windfall allowance.

3.4.14 Many of our settlements have developed strong links between one another, based on the need for self-sufficiency. Larger towns outside the National Park provide access to higher tier services, such as hospitals and large retail outlets. These cross boundary relationships are recognised, as are neighbouring district strategies.

3.4.15 Our starting point for our development strategy is therefore subtly different and unique. It is important we work within the landscape character and its limits, and build upon the existing traditional settlement pattern. We will respect the spatial variations in all our settlements, by acknowledging their capacity for new development, and we must enable them to adapt to challenges. We have developed an approach which reinforces the self-sufficiency model and helps our rural communities to be sustainable. This will reduce the need to travel, supporting national policy and our aims for a low carbon Lake District.
## Policy CS02: Achieving vibrant and sustainable settlements

We aim to enable development to support and maintain the vibrancy and sustainability of settlements, regenerate areas of need and reinforce the distinctiveness of place.

Development should be of a scale and nature appropriate to the character and function of the location in which it is proposed and:
1. contribute towards meeting the needs of the local community, or
2. bring benefit to the local community, or
3. deliver sustainable tourism.

The distribution of development will reflect the different roles of settlements and conserve the integrity of the traditional settlement pattern. We define these as rural service centres, villages and cluster communities. We define areas outside these settlements as open countryside.

The level of development will be proportionate to the size and population of the settlement and to the capacity of the settlement to accommodate further development.

<table>
<thead>
<tr>
<th>Rural service centres</th>
<th>The role of rural service centres is to:</th>
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<tbody>
<tr>
<td></td>
<td>• demonstrate strong linkages with its wider hinterland</td>
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<td></td>
<td>• reinforce community cohesion, and sense of identity</td>
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<td></td>
<td>• provide the basis for self sufficiency to live and work, minimising the need to travel</td>
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<tr>
<td></td>
<td>• provide or have access to a range of basic services</td>
</tr>
<tr>
<td></td>
<td>• provide local employment opportunities</td>
</tr>
<tr>
<td></td>
<td>• provide a range of housing types and tenures</td>
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<tr>
<td></td>
<td>• act as a transport hub for the area by enabling access to a range of transport types such as rail, bus, boat, cycling and walking</td>
</tr>
<tr>
<td></td>
<td>• enable public transport provision and linkages with other towns and villages inside and outside the National Park</td>
</tr>
</tbody>
</table>

At least 50% of development will be facilitated in rural service centres.

Development will:
• reinforce or enhance the rural service centre’s role, as far as capacity allows, and consolidate the range of local services needed for both the centre and its wider hinterland, and
• reflect the settlement’s physical ability to evolve over time.

We will deliver development through the allocation of development sites, individual development opportunities and through the use of exceptions.
sites for affordable housing.

<table>
<thead>
<tr>
<th>Villages</th>
<th>The role of villages will be to:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• provide a smaller range of services and facilities, and</td>
</tr>
<tr>
<td></td>
<td>• demonstrate strong linkages with rural service centres and other settlements, and</td>
</tr>
<tr>
<td></td>
<td>• provide a small level of development that maintains or enhances existing provision for local needs</td>
</tr>
</tbody>
</table>

We anticipate approximately 20% of development will be facilitated in villages.

Development will:

- strengthen community viability, and
- maintain existing local service provision, and
- utilise, where possible, previously developed land and buildings, and

We will deliver development through individual development opportunities.

Where the identified housing need is proportionately high, we may allocate sites and use exception sites for affordable housing.

<table>
<thead>
<tr>
<th>Cluster communities</th>
<th>Cluster communities are defined as:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Smaller settlements/hamlets which are adjacent to and are easily accessible to the services provided by a Rural service centre or Village, or to the services in settlements outside the National Park by sustainable forms of public transport, walking or cycling, or</td>
</tr>
<tr>
<td></td>
<td>• Smaller settlements/hamlets which individually, or as a group which are adjacent to and within walking and cycling distance of each other, provide local service provision, employment opportunities and sustainable transport connections.</td>
</tr>
</tbody>
</table>

No more than 30% of development will be facilitated in Cluster communities and the Open Countryside.

Only limited small-scale development to meet local needs will be acceptable where it will:

- reinforce the distinctive settlement pattern of the area, and
- demonstrate an efficient use of previously developed land, buildings and domestic gardens, or
- helps sustain an existing business.
Where the identified housing need is proportionately high, we may consider exceptions sites for affordable housing.

<table>
<thead>
<tr>
<th>Open countryside</th>
<th>Exceptionally, we will only support development in the open countryside where it demonstrates:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• an essential need for a rural location, or</td>
</tr>
<tr>
<td></td>
<td>• it will help to sustain an existing business, including farm diversification schemes, or</td>
</tr>
<tr>
<td></td>
<td>• it provides for a proven and essential housing need, or</td>
</tr>
<tr>
<td></td>
<td>• an appropriate reuse, redevelopment or extension of an existing building.</td>
</tr>
</tbody>
</table>

We will monitor the amount of development coming forward in rural service centres and villages through the indicators in the Monitoring Framework. We will assess development levels in the Annual Monitoring Report so we can amend these proportions to respond to changing circumstances.

Table 1: Settlements identified as rural service centres and villages

<table>
<thead>
<tr>
<th>Rural Service Centres</th>
<th>Villages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ambleside</td>
<td>Askham</td>
</tr>
<tr>
<td>Backbarrow/Haverthwaite</td>
<td>Bampton</td>
</tr>
<tr>
<td>Bootle</td>
<td>Bassenthwaite</td>
</tr>
<tr>
<td>Bowness and Windermere</td>
<td>Braithwaite</td>
</tr>
<tr>
<td>Broughton in Furness</td>
<td>Chapel Stile/Elterwater</td>
</tr>
<tr>
<td>Calbeck</td>
<td>Crosthwaite</td>
</tr>
<tr>
<td>Coniston</td>
<td>Embleton</td>
</tr>
<tr>
<td>Glenridding/Patterdale</td>
<td>Ennerdale Bridge</td>
</tr>
<tr>
<td>Gosforth</td>
<td>Eskdale Green</td>
</tr>
<tr>
<td>Grasmere</td>
<td>Lane End (Waberthwaite)</td>
</tr>
<tr>
<td>Hawskhead</td>
<td>Lindale</td>
</tr>
<tr>
<td>Keswick</td>
<td>High/Low Lorton</td>
</tr>
<tr>
<td>Staveley</td>
<td>Penruddock</td>
</tr>
<tr>
<td></td>
<td>Pooley Bridge</td>
</tr>
<tr>
<td></td>
<td>Portinscale</td>
</tr>
<tr>
<td></td>
<td>Ravenglass</td>
</tr>
<tr>
<td></td>
<td>Rosthwaite/Stonethwaite</td>
</tr>
<tr>
<td></td>
<td>Silecroft</td>
</tr>
<tr>
<td></td>
<td>Threlkeld</td>
</tr>
<tr>
<td></td>
<td>Troutbeck/Troutbeck Bridge</td>
</tr>
<tr>
<td></td>
<td>Witherslack</td>
</tr>
</tbody>
</table>

3.5 Explanatory Text

3.5.1 This is not a dispersal approach to development. Instead, it reinforces the traditional settlement pattern, restricts non-essential development in the open countryside and ensures on-going protection for the National Park and its special qualities. It reflects Government’s goals for rural
communities and their long term sustainability, and contributes towards reducing the need to travel.

3.5.2 Development must be of a scale that is sympathetic to the role of the settlement and respect its appearance and physical capacity. When assessing a development proposal, we will take into account spatial variations, such as location, size and level of service provision. These affect both the settlement’s current role and community aspirations for its future role. We recognise the needs of our local communities and want to enable settlements to evolve in order to adapt to rural challenges. However, we will not permit development, or inappropriate settlement expansion, that compromises the area’s special qualities or its distinctiveness.

3.5.3 We will also consider the relationship between settlements in the National Park and those towns close to our boundary. The scale of development should provide appropriate local services and should meet local needs. We will encourage key service provision where there is an identified need. It must be appropriate to settlement size, and enhance the settlement’s role and sustainability.

3.5.4 Key Service Centres in neighbouring authorities, such as Penrith and Kendal, have traditionally provided vital services to National Park communities. They generally provide a wide range of jobs, shops and services and have relatively frequent public transport services.

3.5.5 In some cases, we will consider opportunities for development in villages, where it meets an identified local need that we cannot otherwise meet in a rural service centre due to lack of capacity. Evidence from the Parish Wide Housing Need Surveys (Technical Paper 2) highlights those Parishes which have a large housing need. In these circumstances, the village must demonstrate a strong relationship with a rural service centre and have access to public transport.

3.5.6 There are two types of Cluster communities. There are those smaller settlements/hamlets which are adjacent to a Rural service centre or Village; this means that it should not be necessary to pass through another smaller settlement/hamlet in order to access the Rural service centre or Village in question, when taking the most direct or accessible route, and Cluster communities which comprise of more than one settlement/hamlet. These will only be recognised as such if each of the individual but adjacent settlements provides one or more of the requirements of the cluster as a whole (i.e. local service provision, employment opportunities (within use classes B1, B2 or B8) or sustainable transport connections). Each of the settlements/hamlets must also be within walking and cycling distance of each other.

3.5.7 The Government has reclassified domestic gardens from previously developed land to greenfield land. However, it is recognised that many such sites can potentially make a modest but significant contribution towards meeting the identified housing need in the locality. Domestic gardens are often within the natural limits of a Cluster community and they do not share the same characteristics or intrinsic value as the open
countryside. As such, development opportunities on domestic gardens to meet an identified local need will continue to be supported in principle.

3.5.8 In the open countryside we will only permit development for housing, where we cannot meet an essential need in any other way.

3.5.9 Policy CS02 seeks to direct a specified percentage of development to rural service centres and villages reflecting our aim to facilitate development in locations where there is an identified need. Development in rural service centres and more limited development in villages will reduce people's need to travel by enabling people to live close to their jobs, services and leisure opportunities. Focusing tourism development in rural service centres, where there are sustainable transport options, supports our aim for sustainable tourism. It is acknowledged that in some respects the Rural Service Centres do differ, particularly in relation to their retail offer, tourist numbers and choice of services. Their roles and functions which they play for their local communities are very similar however.

3.5.10 Technical Paper 1: Spatial Development Strategy sets out the criteria we have used to identify rural service centres, villages and cluster communities. Because some local services face continued threat of closure, we considered communities' abilities to provide services both now and in the future when we identified the rural service centres.

Policy CS03: Settlement form

3.6 Purpose
3.6.1 We want our settlements to have the flexibility to accommodate appropriate development, where it is compatible with environmental and infrastructure capacity.

3.7 Context
3.7.1 The location of development can affect the character and appearance inside settlements and their landscape settings. We need to ensure that each settlement can accommodate development that is of a scale and nature appropriate to its character and function, without compromising the National Park's special qualities.

3.7.2 Planning Policy Statement 7 advises us to make provision for housing development within or adjoining existing villages, to meet the needs of local people. Planning Policy Statement 4 requires us to ‘locate most new development in or on the edge of existing settlements where employment, housing (including affordable housing), services and other facilities can be provided close together’.

3.7.3 Planning Policy Statement 1 meanwhile encourages the prudent use of natural resources, including land, establishing the principle that opportunities to redevelop previously developed land should be maximised before releasing greenfield sites.
3.7.4 Our approach needs to be flexible enough to ensure that necessary or beneficial development is in the most appropriate location. We have therefore developed criteria that gives our settlements the flexibility to accommodate change, but that safeguards their character; both within the existing built up area of the settlement and where it meets the countryside.

3.7.5 We will direct development proactively. We will allocate sites for employment, housing and some tourism development.

3.7.6 There may be some circumstances where a settlement has reached or is approaching the limits of its capacity to accommodate further development, but is still under pressure for more development. We will monitor our settlements using a range of indicators to establish if, and where, these circumstances arise. Where we find that these circumstances exist, we will define physical boundaries for these settlements in a Development Plan Document or Documents.

### Policy CS03: Settlement form

We want rural service centres, villages and cluster communities to have the flexibility to evolve appropriately over time. Development of these settlements should satisfy the following criteria. It should:

- be within or relate well to the form of the settlement, to existing buildings within the settlement, and to utility and community infrastructure; and
- protect, maintain or enhance the local distinctiveness, character and landscape setting of the settlement;

In the interests of the character and setting of the settlements, development should not:

- result in the loss of green infrastructure or natural features which form an important relationship with existing buildings or provide a valuable local amenity; or
- exacerbate the adverse effects of ribbon development; or
- result in further adverse effects of areas of sporadic development in otherwise open countryside; or
- result in settlements joining together.

Where settlements experience greater pressures, a development boundary will be delineated in a Development Plan Document (DPD). We will restrict development of these settlements within the development boundaries in the Development Plan Document. Only in exceptional circumstances will development be permitted outside their boundaries.

3.8 Explanatory text

3.8.1 Some areas may be at, or near to, the limits of their capacity to accept further settlement growth. So that we can determine development pressure on settlements, we will monitor a range of information. This will include the Annual Monitoring Report, appeal decisions, and cases that have required exception tests to PPS 25. We will take environmental
Area based policies

3.9 Introduction
3.9.1 We have developed a set of area based policies – one for each identified Distinctive Area in the National Park. These policies set out the approach we want to take for each area, which may be different to the overall approach in the subsequent Core policies. We have developed spatial expressions for each area explaining:
- what the area is like now
- what the issues are
- what we want to achieve in this area by 2025 (end of the Plan period).

3.9.2 The policies then address the identified issues.

3.9.3 The policies explain:
- which settlements we have identified as rural service centres and villages in each Distinctive Area
- what proportion of development we anticipate will be accommodated in each area (based on population levels)
- where we will allocate development sites
- how we will address issues in each area, particularly if this is different to the overall approach.

3.9.4 Technical Paper 4 provides the supporting evidence for the spatial expressions.

Policy CS04: North Distinctive Area

3.10 What’s it like now?
3.10.1 The North distinctive area is a mix of upland limestone, high fell fringe, rugged high fell and upland valleys – from gently rolling improved farmland to the rounded mountain massifs of Skiddaw and Blencathra. There is a settlement pattern of small villages, hamlets and dispersed farmsteads, and a network of minor secondary roads. There is evidence of prehistoric settlement and industrial archaeology, for example on the Caldbeck fells. Castlerigg Stone Circle is a significant landscape feature. Habitats range from blanket bog to extensive blocks of conifer woodland, including Whinlatter Forest Park. The North Distinctive Area contains extensive tracts of oak woodland, which is a distinctive landscape feature of this part of the Lake District National Park. Keswick and other, smaller, settlements are located mainly in the upland U-shaped glacial valleys. These valleys contain several large and medium sized lakes of differing character: Derwentwater, Bassenthwaite, Thirlmere, Buttermere, Loweswater, and Crummock Water.

3.10.2 The tourism industry dominates the local economy, particularly around Keswick. Keswick has a greater range of retail and entertainment
facilities than expected in a town of its size. In contrast, the sparsely populated areas are heavily dependent on farming, and there are approximately 291 active farms in the North area. 31.5 percent of the workforce works from home. Blencathra is the only major business park, with 24 units, and is currently almost 100 percent occupied.

3.10.3 10,752 people live in the North Distinctive Area. It has strong social and economic links with Cockermouth, Workington, Whitehaven, Maryport and Carlisle. The A66 is the main west-east transport route, and the A591 connects the North and Central/South East area. The disused railway route from Keswick to Penrith is protected, within the National Park, as a sustainable transport route. Major bus routes go along the A66, and from Keswick and Penrith along the Ullswater corridor.

3.10.4 The main medical, education and retail provision is outside the National Park, but Keswick has a distinctive and vibrant central shopping area, relatively high annual spend and a large catchment area. There are facilities in some of the smaller settlements. Keswick has significant areas of open space, and is the focus for a wide range of sport and recreation facilities.

3.10.5 The housing market is unbalanced. Many local residents cannot afford housing. Income to house price ratio is 8:1 and 805 new affordable homes are required by 2011. There is a high number of holiday lets, and high levels of second home ownership in Above Derwent, Bassenthwaite and Borrowdale parishes. There is a need for social rented, intermediate (shared ownership, shared equity) and locals-only housing. Homelessness is a growing problem in Keswick. Local people are often forced to buy homes outside the National Park boundary, resulting in commuting and increased demand and prices in adjacent districts.

3.10.6 Serviced visitor accommodation is concentrated around Keswick and Borrowdale, with caravan and camping sites in Keswick, Castlerigg, Braithwaite, Grange and Stonethwaite. Key attractions include the Theatre by the Lake, Cars of the Stars Museum and Honister mine. Walking and mountain biking are popular activities, and ‘osprey watching’ has made Whinlatter Forest a significant destination. Other parts of the North have a quieter character, where tourism is less well developed, although there are larger hotels like Armathwaite Hall throughout the area. There has been a trend in recent years towards owner-occupied static caravans and extended seasonal opening. The northern area around Uldale and Caldbeck is the least developed, with no substantial hotels, attractions, or camping and caravan parks.

3.11 What are the issues?
3.11.1 There is limited capacity to accommodate change, without compromising landscape character. Upland limestone is particularly vulnerable to neglect and loss of diversity. The high fell fringe and rugged high fells have a very high visual sensitivity, with a strong sense of remoteness. The area’s water bodies are vulnerable to pollution. There is a high cultural sensitivity because of the numerous archaeological sites and distinctive field patterns. Highway design does not always respect the rural character of roads.
3.11.2 The economy relies on tourism and retail, which generally offer only low paid part-time and seasonal employment. There is a lack of start up businesses and business premises that they can locate to. Many jobs are low skilled. And employers have problems recruiting locally. Local services and independent retailers are vulnerable to changes affecting jobs in the nuclear industry on the west coast. The agricultural sector has experienced decline and farm diversification schemes are becoming more common. While some farms are increasing in size, there is also a trend towards smaller holdings and hobby farming.

3.11.3 The traditional settlement pattern and poor public transport in some areas means that many people rely on private transport. Frequent bus services are often not commercially viable. The A66 links the M6 to West Cumbria – an area suffering from industrial decline, relatively high levels of unemployment, and a priority for regeneration. Improvements to the A66, and other roads, present topographical and landscape impact challenges. There is a mix of parking provision: pay and free, public and private, on and off road; all with differing levels of quality and facilities.

3.11.4 A significant proportion of accommodation is tourism-related and demand for all types of housing is extremely high. High house prices, rising right-to-buy sales and a shortage of rental properties leads to long waiting lists for social housing and an unbalanced housing market. There is an acute need, especially in Keswick, for more social housing and affordable housing. Community facilities vary and some settlements lack open space and playground provision. There is demand for allotments in Keswick and Above Derwent.

3.11.5 Keswick and Derwentwater have seen recent investment in the public realm, but generally we need to improve the quality of tourist accommodation and public places. The popularity of certain locations for car parking at the start of walks, for example near Catbells, results in congestion, verge side erosion and demand for more parking facilities.

3.12 What do we want to achieve by 2025?

3.12.1 We want to protect the distinctive character of the North, and conserve the integrity of the diverse patchwork of habitats, historic landscape, and character of the vernacular built environment. We want to protect visual amenity, including the skyline and views into and out of the area. We also want improved water quality in all lakes, rivers and other water bodies.

3.12.2 We want to broaden the economic base so that it is less reliant on tourism, facilitate diversification of farm businesses so they remain viable, and provide new employment sites to enable communities to be more sustainable. Keswick will be the main retail and employment centre.

3.12.3 We want to give priority to providing local affordable housing, especially in Keswick. And to allocate housing sites, for example in Keswick and Caldbeck, ensuring that the mix of housing types and tenures meets identified needs. We want to encourage small scale housing development in the villages. Elsewhere, we will support housing development that provides for a proven and essential housing need.
3.12.4  We want to reduce traffic growth and protect environmental quality, through traffic management schemes, without compromising business interests or preventing residents from going about day-to-day activities. This includes finding solutions to the relatively high traffic volume and speed on roads over the high fells. We will encourage others to provide demand-responsive transport services, such as Rural Wheels, in settlements with limited commercial bus services.

3.12.5  We want to protect open space and sports facilities from development, and support improvements to existing facilities. We want to support development of play areas in villages where there is currently no provision, and support initiatives in Braithwaite to improve provision of informal open space.

3.12.6  Tourism will be sustainable, with a high quality offer throughout the industry, including the public realm. We will address the issues caused by car-borne traffic and demand for parking, in Keswick and Borrowdale particularly, by locating future tourism development close to sustainable transport choices. We will also work to improve the sustainable transport infrastructure.

3.12.7  Keswick will continue to be the main tourist hub and access point for surrounding attractions. Derwentwater will play a greater role in the sustainable transport network and Thirlmere will have a round-lake, recreational cycle route. We will continue to support the cycle network and cycle hub at Keswick.
Figure 3: North Distinctive Area map

Key
- North West Distinctive area
- Rural Service Centre
- Villages
- Lake District National Park boundary
- Functional link
- Passenger boat

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**Policy CS04: North Distinctive Area**

Approximately 25% of all development will take place in the North Distinctive Area.

We have identified Keswick and Caldbeck as rural service centres.

We recognise Low/High Lorton, Embleton, Bassenthwaite, Threlkeld, Braithwaite, Portinscale, and Rosthwaite/Stonethwaite as villages.

In rural service centres we will:

- give priority to providing local affordable housing to help redress the housing imbalance, particularly in Keswick where there is a shortage of social rented houses. The focus will be on allocating sites in Keswick and Caldbeck to provide the mix of housing types and tenures appropriate to meeting the identified community needs,
- seek to continue to allocate the Pencil Factory site at Keswick as our main employment site in this area and promote its development for employment use. We will seek to allocate additional sites at Keswick and Caldbeck to satisfy further demand, while recognising cross boundary links to sites in Cockermouth, Workington, Maryport and Carlisle,
- protect the vitality of Keswick’s shopping area and identify a Central Shopping Area on the Proposals Map, and
- seek to develop opportunities for sustainable tourism focussed on Keswick and Caldbeck, where they enable the economic and physical regeneration of an area, or diversify the local economy. In doing so, we will recognise Keswick’s role as a centre for outdoor recreation and a ‘first-stop’ for visitors, and
- support initiatives that reduce visitor car-based travel between Keswick and the surrounding attractions of Whinlatter Forest Park, Bassenthwaite, Honister Slate Mines and the valleys of Borrowdale, Buttermere and Loweswater.

In villages we will:

- encourage small scale housing development in Low/High Lorton, Embleton, Bassenthwaite, Threlkeld, Braithwaite, Portinscale, and Rosthwaite/Stonethwaite to meet their identified housing needs, and
- support the provision of children’s play areas in Braithwaite, Portinscale, Embleton, Bassenthwaite and Rosthwaite/Stonethwaite, and
- seek to continue to allocate the site at the former mines, Threlkeld for employment use, and additional proposals for small scale employment uses will be supported within or well related to the villages of Low / High Lorton, Embleton, Bassenthwaite, and Braithwaite, Rosthwaite and Threlkeld. Larger scale proposals may be considered favourably at Portinscale given its close connections to Keswick.

In cluster communities and the open countryside we will:
provide for meeting identified housing needs, and

support small scale proposals to diversify the rural economy, in particular farm diversification schemes.

We will use the Lake District Landscape Character Assessment to guide management of development and land use change. We will strengthen the landscape character of the North by:

- conserving and enhancing the diverse patchwork of habitats especially water, moorland, woodland, gill and bog,
- conserving and enhancing the historic landscape including historic route-ways, the distinctive pattern of field boundaries and walled enclosures, character of the vernacular built environment, and industrial archaeology,
- protecting the skyline and views into and out of the area
- improving water quality in the north west catchments, and
- enhancing the sense of remoteness and tranquillity of the upland mountain massifs and less frequented fells north of Skiddaw and Blencathra.

We will support initiatives that reduce the need to travel, and strengthen the sustainable transport links between settlements in the North area with Carlisle, Cockermouth, Workington and Whitehaven. We will work with partners to protect the redundant Keswick to Penrith railway line from development that would compromise its future use as a sustainable transport route. We will seek to strengthen Derwentwater’s role for enabling people, particularly visitors, to travel more sustainably, by boat. We will support initiatives that reduce non-essential travel, especially by car-based visitors, over Dunmail Raise between the North and Central/South East areas. We will encourage more utility and recreational cycling including completion of the Keswick to Kendal cycle route and development of the Thirlmere cycle way. We will work with others to improve public transport and community transport services across the North Distinctive Area.

Policy CS05: East Distinctive Area

3.13 What’s it like now?
3.13.1 The rugged and craggy volcanic high fells of the Helvellyn, Fairfield and High Street massifs are split by the two upland valley catchments of Ullswater and Haweswater/Lowther. Upland limestone farmland fringes the north-eastern margin of the East area, which contrasts with the high fells. The landscape is predominantly a tranquil one, due to the openness and perceived natural state of the countryside.

3.13.2 The East distinctive area is predominantly rural and has the lowest population of any of the distinctive areas. The area is characterised by a sparse and small-scale settlement pattern, with a total population of around 3700 people. There is a relative absence of dwellings, minimal
sources of artificial noise and generally few obvious signs of human influences. Glenridding/Patterdale is the largest settlement, with a population of 460 people. Other villages in the area – Askham, Pooley Bridge and Penruddock - provide some basic services and facilities for their communities. There are several smaller villages mainly along the valleys in the area.

3.13.3 The East area has good connections with Penrith, outside of the National Park, and Penrith is a major influence on communities in the East. The A6 provides another link to settlements outside of the National Park. The A66 links Penruddock with Penrith. The A592 also provides a link over Kirkstone pass, between the east area and the central/south distinctive area. There is a network of minor roads in the north east and in the ‘cul de sac’ valleys of Haweswater and Wetsleddale. Penrith is on the main London to Glasgow rail line and on the M6 (Junctions 40/41), providing easy links to major UK cities.

3.13.4 Ullswater is one of the four navigable lakes in the National Park. It has established lake based transport routes. The Ullswater Steamer service links settlements on the western shore of the lake with Howtown and with the fells on the eastern shore.

3.13.5 House prices in the East area are high, particularly when compared with figures for average incomes. There is significant demand for second and holiday homes in the area, and they make up 18 percent of the housing stock.

3.13.6 There is no main retail centre in the East distinctive area, reflecting the low population and traditional pattern of the small settlements that characterise the area. The cafes and restaurants in Glenridding and Pooley Bridge are an important component of the tourism trade that these settlements attract. Penrith, outside of the National Park, is the main retail centre for communities in the East area.

3.13.7 The settlements are attractive places to live due to the accessibility to Penrith and its employment opportunities. The area has a good reputation for schools, open spaces and low levels of crime. There are small primary schools in Penruddock and Glenridding/Patterdale. There are limited sports and recreation facilities, due to the small size of the settlements. Communities in Penruddock, Pooley Bridge and Askham tend to travel to Penrith to access sport and recreation facilities.

3.13.8 Agriculture and tourism play a significant part in shaping this area’s economy. The majority of firms are small, lifestyle and family established businesses and there is a high incidence of entrepreneurship and business start-ups. There is a higher proportion of self-employment and people working from home when compared to other areas in the National Park, with 28 percent of the workforce in Pooley Bridge, Glenridding/Patterdale and Askham working from home.

3.13.9 Penrith is the main employment centre for people from the East area, and provides serviced industrial plots at Eden Business Park. However, there are concerns about the ability of the current utilities infrastructure in Penrith to support any further development.
3.13.10 Ullswater is the main focus for visitors to the East area. As a navigable lake, Ullswater offers a range of water-based recreation activities. The Ullswater Steamers are a significant attraction and form part of the popular excursion from Howtown to Glenridding/Patterdale. Fell walking, climbing and other mountain pursuits are very popular throughout the year. Helvellyn is possibly the busiest summit in the National Park, and offers summer and winter recreation. Much of the accommodation in this area is close to the lake, with significant hotels at Glenridding/Patterdale and Watermillock. There is a concentration of camping and caravan sites, especially towards the northern end of Ullswater.

3.13.11 Much of the remainder of the area is tranquil with little in the way of formal visitor infrastructure. However, Rookin House activity centre, Dalemain House and Lowther Castle offer distinctly different visitor experiences. The secluded valley of Martindale is one of the quietest of lakeland valleys. The areas around Bampton and Swindale are also very quiet, with little visitor pressure.

3.13.12 Rheged is a large visitor attraction just outside of the National Park. It is an all weather, all year round visitor centre, housing a six story high cinema screen, café, exhibition space and retail outlets.

3.14 What are the issues?
3.14.1 The volume of traffic on the A592 and the A66 is a problem, particularly during holiday periods. Traffic on these busy roads also detracts from the general tranquillity of the area. There is only a small section of National Cycle Network routes in the East area, adjacent with the A66 in the north of the area.

3.14.2 Communities in the East area are reliant on services and facilities in Penrith, and to a lesser degree in Carlisle, so they need good transport links with these two larger centres. Away from Penrith and to the west, rural transport infrastructure is poor.

3.14.3 There is a significant lack of affordable housing to either buy or rent. Affordability issues are exacerbated by the high house price to income ratios of 9:1. The lack of affordable housing means that many of the people employed in the tourism industry need to find less expensive housing outside of the National Park, leading to high levels of commuting.

3.14.4 Glenridding/Patterdale and most of the villages in the East area have a local shop. None of the settlements are large enough to support significant retail development or a supermarket, and this scale of development would be inappropriate for these settlements. Communities are therefore reliant on the on-going vitality of Penrith town centre, and to a lesser degree on Carlisle town centre. There are no playgrounds in Penruddock, Pooley Bridge or Askham, and we have identified these villages as being deficient in children’s play areas. Penrith provides the main sports and recreation facilities for many East area communities.

3.14.5 Strong transport links help to attract both businesses and tourists to the East area. Weaknesses include hidden deprivation due to a high
proportion of part-time and seasonal work and a low wage economy. Reliance on tourism means that there are seasonal drops in trade and employment. There is also a lack of employment land. The agricultural sector, which many of Eden’s employment sectors revolve around, faces many changes and challenges.

3.14.6 The area around Glenridding/Patterdale and Ullswater is nationally recognised for outdoor recreation, and this is a significant market driver for tourism in the East area. Future trends in the camping and caravan industry are likely to shape the visitor experience. The recent trend is towards static caravans and lodges, away from touring pitches. Expansion of static caravan units may lead to a demand for larger sites. The challenge will be to assess whether the east area has the capacity to accommodate this demand.

3.14.7 Lowther Castle may come forward as a significant cultural and visitor attraction. This would be based around the consolidation of the listed Victorian castle on the Lowther Estate. As a destination attraction, there would be additional visitor numbers to the area, generating additional trips. Providing alternatives to the private car and enabling people to choose sustainable transport options is one way that we can address this issue.

3.15 What do we want to achieve by 2025?
3.15.1 Affordable housing, and well-paid employment and career opportunities will be available. We want to support more lake transport on Ullswater, by encouraging water bus services between settlements and across the lake to popular footpaths and bridleways.

3.15.2 There will be improved parking and public realm at Pooley Bridge, along with enhancements to lake access. Shap and Rheged will be gateways to the National Park. There will be a network of quiet lanes north east of Ullswater and in the Bampton area. We will have enabled more community based transport in the East distinctive area.

3.15.3 The A66 will continue to provide the main access to the North distinctive area, but some of the road-based traffic will have shifted to rail.

3.15.4 We will give priority to providing local affordable housing. We want to focus on allocating sites in Glenridding/Patterdale. We want to encourage small scale housing development in Penruddock, Pooley Bridge, Askham and Bampton, again to meet their identified housing needs.

3.15.5 Settlements will still link to Penrith, and to the services that Penrith provides, but communities in the East distinctive area will have access to more of the essential services locally so that people do not need to travel as frequently.

3.15.6 We want to retain the retail offer in Glenridding/Patterdale and in Pooley Bridge, and we want to retain local shops in settlements that currently support them. Penruddock does not currently have a local shop, and we
will support provision of a village shop there to meet local community needs.

3.15.7 We want to retain and improve the existing facilities in Glenridding/Patterdale. There are children’s play area deficiencies in Penruddock, Pooley Bridge and Askham, and we will support these villages in providing for children’s play. We will have retained the primary schools in Glenridding and in Penruddock, and the school rolls will be stable.

3.15.8 We want to support local businesses, encourage enterprise and innovation, raise the skills of local people and work towards a higher wage economy. Possible key growth sectors include businesses allied to the high quality environment. These include environmental management, sport and leisure, and food and drink. In addition, lifestyle and office based activities including arts, ICT, crafts and creative industries, financial and professional services are other opportunities to diversify and strengthen the economic base.

3.15.9 We want to identify new employment sites to provide a wider range of employment opportunities and provide further office space by new build or conversions. We want to encourage the use of ICT for business purposes to overcome physical barriers and to support home working. Any sites that become available will provide useful local employment accommodation for a large portion of the East distinctive area.

3.15.10 We want to ensure a sustainable future for tourism. There will two main tourist destinations in the East distinctive area. Glenridding/Patterdale will be the mountain and lake centre for the area, and activity will permeate out from here up onto the fells. Lowther Castle will be developed as a destination, and will provide walking and cycling links into the Lowther Valley.

3.15.11 Cycling will be a more popular activity for visitors, and there will be cycle routes within the Lowther Valley and around Greystoke.

3.15.12 We will continue to concentrate development in Glenridding/Patterdale and in the villages of Penruddock, Pooley Bridge and Askham. The tranquil character of the East distinctive area will be enhanced as a result of reduced traffic on the roads. We will therefore retain the remote character of the eastern fells and valleys.
Figure 4: East Distinctive Area map

Key

- East Distinctive Area
- Rural Service Centre
- Villages
- Lake District
- National Park boundary
- Functional link
- Passenger boat

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Policy CS05: East Distinctive Area

We anticipate that approximately 7% of all development will take place in the East Distinctive Area.

We have identified Glenridding/Patterdale as the rural service centre serving the East. The identified villages are Penruddock, Pooley Bridge, Askham and Bampton.

We will support initiatives that strengthen the sustainable transport links between settlements in the East area with Penrith, and that reduce non-essential travel especially by car-based visitors between the East and Central/South area. We will work with others to improve public transport and community transport services across the East Distinctive Area. We will encourage more utility and recreational cycling.

In the rural service centre of Glenridding/Patterdale we will:

- give priority to existing retail uses and local shops, and to supporting development proposals for additional local shops,
- give priority to providing local affordable housing. We will allocate sites in Glenridding/Patterdale to provide the mix of housing types and tenures appropriate to meeting the identified local housing needs,
- seek to allocate new employment land at Glenridding/Patterdale while recognising the cross boundary links to sites in Penrith, and
- develop opportunities for sustainable tourism, where sustainable transport connections are available.

In villages we will:

- recognise Pooley Bridge as providing an important choice of transport modes,
- protect existing local shops, and support development of additional local shops where there is evidence of local need,
- consider allocating sites for small scale housing development in Askham, because of the high level of identified housing need. We will encourage small scale housing development in Penruddock, Pooley Bridge and also in Bampton to meet their identified housing needs,
- support proposals for children’s playgrounds in Penruddock, Pooley Bridge and Askham,
- support proposals for small scale employment uses within or well related to Penruddock, Pooley Bridge and Askham, and
- develop opportunities for sustainable tourism at Pooley Bridge, where sustainable transport connections are available.

In cluster communities and the open countryside we will support small scale proposals to diversify the rural economy, in particular farm diversification schemes.

Elsewhere we will:
- work with partners to improve the water quality of Ullswater,
- strengthen Ullswater’s role in enabling everyone, especially visitors, to travel more sustainably, and
- consider sustainable tourism development at other locations where sustainable transport connections are made available, including Lowther Castle, as individual development opportunities arise.

We will use the Lake District Landscape Character Assessment to guide management of development and land use change. We will enhance the varied landscape character of the East, from parkland to mountain massif, by:

- conserving and enhancing the diverse patchwork of habitats especially water, moorland, woodland, gill and bog,
- conserving and enhancing the historic landscape including historic route-ways, the distinctive pattern of field boundaries and walled enclosures, and the character of the vernacular built environment,
- protecting the skyline and views into and out of the area
- enhancing the sense of remoteness and tranquillity of the upland mountain massifs, and
- protecting the character of the quieter valleys from Martindale and the Lowther valley to the head of Troutbeck.

Policy CS06: West Distinctive Area

3.16 What’s it like now?
3.16.1 The character of the majority of this area of the National Park is remote with small scattered communities, in contrast to the busier valleys to the east. The population of the area is relatively small (4,094), and the main settlements are Gosforth and Bootle. The north of this area has close links to the larger settlements of Workington and Whitehaven outside the National Park and to Millom in the south. The coastline stretches for approximately 19 kilometres from Drigg and Ravenglass to Silecroft. Ravenglass is the only coastal settlement in the National Park and is located at the estuary of the Rivers Esk, Mite and Irt.

3.16.2 The West area relies on the nuclear sector and its related supply chain and research activity for employment. The main employment centres are at Whitehaven, Sellafield and Millom. Both Gosforth and Bootle export more workers than they retain. Apart from the nuclear sector, Copeland has a relatively low Gross value added (GVA) per head, low income levels and a relatively mature population. Within the National Park, agriculture often provides alternative employment. The area has a relatively low level of business start ups.

3.16.3 81.5 percent of the housing stock of 2,429 dwellings is owner occupied, with a median house price of £193,000 and median income of £28,814. The average figure for percentage of second homes is significantly less than other parts of the National Park. According to the District wide survey for Copeland, 45 units of new affordable homes will be required by 2011, although recently commissioned parish wide surveys have
highlighted a greater need of 103 units required to 2013/2014. In summary, the housing market is generally balanced, but there are localities within the area where this is not the case, such as Eskdale and Wasdale.

3.16.4 Millom and Whitehaven provide the main retail and service centres for the West, including supermarkets. Gosforth has a number of retail and service shops that provide goods and services for the local community and Bootle also has some local shops. All of the villages have a local convenience shop. There is relatively good provision of open spaces, sport and recreation facilities. Amenity greenspace provision is however limited, but there is no evidence of demand for further provision.

3.16.5 The western area of the National Park offers a generally more tranquil and less developed experience for visitors, and the visitor infrastructure is generally relatively small scale. There is, however, a concentration around Gosforth, Wasdale and Ravenglass into Eskdale.

3.16.6 Transport routes reflect the settlement patterns. The West has a scattered and sparse population with most settlements close to the National Park boundary. There is a significant urban population along the coast and near the boundary. The main transport routes, including the A595 and coastal railway, follow the coastal corridor. Elsewhere, the road network is limited, with some high fell routes and ‘cul de sac’ valleys including Ennerdale, Wasdale, and Eskdale. The coastal and Ravenglass to Eskdale railways are important for recreation. Wasdale is the main point of access for large scale events, particularly the Three Peaks Challenge.

3.17 What are the issues?

3.17.1 Britain’s energy coast programme is a £2 billion package of regeneration projects which seeks to improve the economic performance of this area and West Cumbria, by diversifying away from a reliance on existing jobs at Sellafield. Three sites have been nominated in this area as potential sites for new nuclear power stations: Kirksanton, Braystones and adjacent to Sellafield. In addition, Copeland Borough Council has put itself forward as a ‘volunteer community’ for the location of a repository for high level radioactive wastes. The infrastructure associated with these proposals may have major implications for the National Park. Agriculture and forestry are not major sources of employment in much of this area but we still want to maintain the viability of this sector.

3.17.2 The picturesque surroundings mean there is a high demand for houses, which drives up the price. We have identified small levels of affordable housing need. By 2025 we anticipate that 26 percent of the population will be aged 65 or over. Because of their small size, there is limited retail development in the settlements. Communities are therefore reliant on the on-going viability of town centres outside of the National Park, and on good transport links with those centres. Older children and young people in Gosforth and Bootle consider that there is little provision for their needs for recreation and areas to socialise in. We have identified demand for children’s playground facilities in Waberthwaite, Silecroft and Eskdale Green.
3.17.3 The visitor economy in the western area is less well developed than that in other parts of the National Park. The area is remote from main centres of population. There is a particular issue with mountain challenge events affecting Wasdale.

3.17.4 The M6 and west coast main railway line are not easily accessible creating a perception of remoteness from the rest of the region. Public transport services are limited and many local people and businesses rely on private and road-based transport. The coastal railway line offers the potential to improve services, including the possible introduction of a Sunday service. Key employment sites on the west coast, including Sellafield, produce significant commuter traffic in the area, which is an issue especially over the high fell roads. There is localised congestion, especially during the events season.

3.18 What do we want to achieve by 2025?

3.18.1 The challenge for this area is to build up a diverse, high tech, innovative economy which avoids over dependence on a single industry. In the National Park, we want to benefit from the increased employment opportunities which the promotion of this area as Britain’s Energy Coast will provide. But we also want to ensure that the environmental assets which make this part of Cumbria so special, are maintained and enhanced. They should not be adversely affected by any associated developments or infrastructure requirements. In order to protect agricultural incomes and the landscape which farming helps to maintain, it will also be important to support farm related diversification proposals.

3.18.2 We want to continue the emphasis on enhancing the role of a balanced housing market by providing for local housing need and local affordable housing. We will focus on allocating sites in the rural service centres of Gosforth and Bootle, and we will continue to use the exception site policy to deliver affordable housing in appropriate locations. There is scope for additional retail provision in Gosforth and Bootle, which will support additional housing or tourism development in the local area. We want to retain the local shops in the villages and help them to offer a range of goods and services where this fulfils a local community need.

3.18.3 We want to retain existing playgrounds, playing fields, recreation facilities and open spaces. We want to support the communities at Waberthwaite, Silecroft and Eskdale Green to develop small children’s playgrounds. We want to support developments of facilities for older children and young people, particularly in Gosforth and Bootle.

3.18.4 There is an opportunity to develop sustainable tourism in the West area, which can diversify this area’s economy and that of the wider area. We will maximise the distinctiveness of the coastal location and rich cultural heritage.

3.18.5 There will be a reduction in long distance commuting, through better employment and housing opportunities locally, both inside and outside the National Park. Employers will take more responsibility, for example through travel plans, for reducing road-based trips. There will be more community-based transport, and better sustainable transport links between National Park settlements and the outlying towns. Park and
ride’ at Whitehaven could be one component. We will improve and extend cycle routes. Fell routes will become the focus for quiet recreation: walking and cycling. The coastal railway will play a greater part in access and movement within the area, and there will be recreational access from the sea. We will reduce the impact of cars on smaller roads and communities, for example Wasdale Head, Eskdale Green and Boot.
Figure 5: West Distinctive Area map

Key
- West Distinctive Area
- Rural Service Centre
- Villages
- Lake District National Park boundary
- Functional link

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Policy CS06: West Distinctive Area

Approximately 10% of all development is anticipated to take place in the West Distinctive Area.

We have identified Gosforth and Bootle as rural service centres for the West. We recognise Gosforth as an important gateway for the National Park, and as being able to accommodate further development. We aim to improve the range of services available at Gosforth and maintain/improve Bootle’s current level of service provision to meet local needs. The villages are Ennerdale Bridge, Eskdale Green, Ravenglass, Lane End (Waberthwaite) and Silecroft.

In rural service centres we will:
- allocate sites in Gosforth and Bootle to provide a mix of housing types and tenures appropriate to meeting the identified needs of these communities,
- support additional retail development in Gosforth and Bootle to enhance their rural service centre roles, to provide for the needs of the local community and to support additional housing or tourism developments, and
- support development of facilities for young people and older children in Gosforth and Bootle, and
- seek to allocate land for employment use at Bootle, while recognising its close links to sites at Millom, Seascale, Sellafield and the Energy Coast in general. We will consider the Wellbank Camp site as a possible location for a mixed use development including employment uses. Given the location of an existing employment site at Greengarth, close to Gosforth, we will first seek to improve the existing site’s profile and marketability and then consider allocating further employment land at Gosforth if there is additional demand and recognising the cross boundary links to sites in Cleator Moor, Egremont and Whitehaven.

In villages we will:
- encourage small scale housing development in Ennerdale Bridge, Eskdale Green, Ravenglass, Lane End (Waberthwaite) and Silecroft to meet the identified housing need of these communities, and
- support proposals for small scale employment uses within or well related to Lane End (Waberthwaite), Eskdale Green and Ennerdale Bridge and particularly Ravenglass, given its access to the Cumbria coastal railway line, and
- support retail development proposals in Ennerdale Bridge, Ravenglass, Lane End (Waberthwaite), Eskdale Green and Silecroft where there is evidence of a local community need, and
- support development of children’s play areas in Eskdale Green, Lane End (Waberthwaite) and Silecroft.

In cluster communities and the open countryside, small scale proposals to diversify the rural economy, in particular farm diversification schemes will be supported.
Gosforth, Bootle and Ravenglass have an important role in enabling a choice of modes of transport for residents and visitors. We will support schemes that increase use of the coastal railway, and support the role of the Eskdale railway in reducing car-based tourist trips. We will support initiatives that strengthen the sustainable transport links between settlements in the West area with Whitehaven, Workington, Barrow, Millom and Sellafield. We will work with others to improve public transport and community transport services across the West Distinctive Area. We will encourage more utility and recreational cycling.

We will:

- work with partners to ensure that suitable transport connections are available between accommodation, attractions and activities inside and outside the boundary of the Lake District National Park, and
- Seek to develop opportunities for sustainable tourism focussed on Bootle, Ravenglass and Gosforth, where they enable the economic and physical regeneration of the area, or diversify the local economy.

The management of development and land use change will be guided by the Lake District Landscape Character Assessment. We will strengthen the landscape character of the West, for example by:

- considering development in locations where it is compatible with the character and tranquillity of the local landscape,
- conserving and enhancing the varied landscape types, from estuary and marsh, and coast, to lowland and coastal sandstone – both unique in this area – to upland valley and high fell fringe, and the significant area of high fell, and
- protecting the quieter valleys of the western fells.

**Policy CS07: Central and South East Distinctive Area**

3.19 **What’s it like now?**

3.19.1 The central and south east area is the most highly developed, populated and visited part of the National Park. It has a diverse landscape ranging from the Kent Estuary through well wooded lowlands to valleys, lakes and into the mountainous heart of the National Park, offering a variety of experiences. It has a population of over 13,000 and contains the rural service centres of Windermere/Bowness, Ambleside, Grasmere and Staveley. It includes the villages of Elterwater/Chapel Stile, Troutbeck, Troutbeck Bridge, Crosthwaite, Witherslack and Lindale.

3.19.2 The lake, Windermere, lies at the heart of this area. There are hotels and attractions along the length of the lake, many of which are housed in characteristic Victorian and Edwardian villas often with mature parkland settings. The upland valleys house living communities and are popular, especially with outdoor enthusiasts. Langdale and Grasmere attract the majority of attention; Kentmere and Longsleddale are less developed and offer greater tranquillity. The southern part of the area includes the villages of Crosthwaite, Witherslack and Lindale. This part of the area is lower lying, with a generally quiet character.
3.19.3 The Central and South East Area has good connections to Kendal for employment, services, leisure and health, including hospital, facilities. Grange-Over-Sands is just outside the National Park, and also provides services for communities in the southern part of the area. The central/south east area is very accessible from the M6 by the A590 to the south and the A591 to the centre. The Lakes Line stops at Staveley and Windermere, linking them to Kendal and Oxenholme and the west coast mainline. A car ferry, launches and steamers operate on Windermere. At Lakeside, the Lakeside and Haverthwaite Railway link up with the steamers to provide transport options, particularly for visitors.

3.19.4 House prices in this area are high, particularly compared to average earnings. The median income to house price ratio is 10:1. There are high numbers of second and holiday homes, and a student rental market in Ambleside due to the presence of the University of Cumbria campus.

3.19.5 Much of the residents’ and visitors’ shopping needs are met by a significant range of shops in the other rural service centres, including Booths supermarket in Windermere. Many shops cater for visitor demands. There is good provision of open spaces, sport and recreation facilities, particularly in the rural service centres. There is a popular swimming pool at Troutbeck Bridge. In the villages the level of provision varies.

3.19.6 Tourism is the dominant sector in this area’s economy. There is a long history of catering for visitor demands. As a result, a wide range of accommodation and facilities are available to meet most visitors’ needs. There is a concentration of provision around the eastern and northern parts of Windermere, the lake, with Bowness being particularly popular. Associations with landscape appreciation, Wordsworth and the foundation of the National Trust are strong in this area.

3.19.7 There are some existing business sites, for example Staveley Mill Yard, Staveley and Alnat Business Park, Lindale, but there are few vacancies and there is little available, vacant employment land. Away from these larger settlements, many workers have jobs in the agricultural industry and there are approximately 336 active farms. The National Trust is a major landlord.

3.20 What are the issues?
3.20.1 The number of visitors, commuting patterns and people’s transport choices result in significant congestion in some places at certain times of the day, week and year, particularly on the A591. This adversely impacts on the amenity and interests of local businesses, residents and visitors’ experiences as well as producing significant carbon emissions.

3.20.2 High house prices have led to a distorted housing market. Open market housing is unaffordable to some local people and there are limited opportunities for people to access affordable housing. The area has an ageing population partly due to its popularity for retirement and the loss of young adults due to the low wage economy and high house prices.

3.20.3 There is evidence of need for a children’s play area in Troutbeck/Troutbeck Bridge. There is demand for facilities for young
people in Staveley and in Windermere/Bowness. There is a perceived lack of amenity green space provision catering for informal play or ballgames. There is demand for allotments in Ambleside and in Windermere/Bowness.

3.20.4 The high level of second home ownership and out of town retail centres in settlements outside the National Park have reduced the viability of village shops, for example in Crosthwaite. Maintaining a range of shops to serve local needs as well as visitor demand is an issue for the shopping areas in the rural service centres.

3.20.5 An over reliance on the tourist industry means that limited employment opportunities, under employment and low wages are still an issue. Only a limited amount of land is available to develop for employment use.

3.20.6 We recognise that much of the accommodation and facilities offered to visitors, including the public realm is looking tired and does not offer the quality of experience that visitors expect. Investment in the quality of the public realm, especially in the more urban offer of Windermere/Bowness and Ambleside has been identified as being particularly important. Much of the area, especially the northern part is under substantial pressure from the numbers of visitors. This may adversely affect the tranquillity of the landscape and cause physical erosion.

3.20.7 There is currently a capacity issue with the existing combined sewerage network in Windermere. While it seems that the current network has the capacity to deal with waste from new development, it is frequently overwhelmed by surface water during heavy rainfall events. On these occasions sewage waste is discharged into the lake. This has obvious impacts on the water quality of Windermere, the lake.

3.21 What do we want to achieve by 2025?

3.21.1 A balanced and vibrant area that meets the needs of both visitors and local communities. We will celebrate the diversity of the area, to maintain and enhance the opportunities for tranquil enjoyment of the landscape and the area’s character. And the visitor experience will be improved in a high quality, sustainable manner to ensure its long term competitiveness in a world market.

3.21.2 We want people to be able to go about their daily lives and enjoy days out using sustainable transport. A new waterbus on Windermere and a network of cycle routes will help to make sustainable travel an enjoyable part of a visit to the area.

3.21.3 We will give priority to providing local affordable housing to help redress the housing imbalance. This will enable people to live closer to their jobs. We will achieve this by allocating sites in the rural service centres, using exception sites and individual development opportunities, including small scale development in village and cluster communities.

3.21.4 We want to retain existing open spaces and recreational facilities, and support their improvement. We want to support development of additional facilities in the villages, where there is an identified local need.
3.21.5 We want to protect the vitality of our settlement centres and to support a balanced mixture of local and tourist goods. In the rural service centres in this area, we want to retain retail developments within the Central Shopping Areas. We want to retain and enhance village and local shops.

3.21.6 We want to encourage higher value, higher wage employment opportunities so that local income is less dependent on the tourist industry. We want to develop the area’s potential for appropriate renewable energy installations and environmental technologies. We would also like to see the development of cultural and creative industries and heritage related opportunities to create more jobs and help local businesses expand. We want to support the on-going provision of undergraduate and postgraduate training courses at the Ambleside campus. We also want to promote farm diversification and provide ongoing support for farming and food industries by promoting higher value local produce.

3.21.7 We must address the under-investment in the tourist industry, and in the public realm, to ensure that the area remains attractive to visitors in order to support the local economy. This is particularly the case around Windermere. However, the number and nature of facilities and destinations, existing and planned, and the concentration of visitors around this lake, offer an opportunity to develop a cohesive and sustainable visitor destination of World Class quality in this area. We therefore propose to manage the required change and improvement through planning policy and partnership working under the Windermere Waterfront Programme. At the same time it is essential that this and other tourism development can be sustainable: environmentally, socially and economically.

3.21.8 We want to ensure that future development takes place within the landscape’s environmental capacity. We will take opportunities to restore damaged areas and protect the more tranquil areas of the central/south east area to maintain a variety of experiences.
Figure 6: Central and South East Distinctive Area

- Central and South East Distinctive Area
- Lake Windermere Waterfront Programme
- Functional link
- Ferry
- Passenger boat
- Rural Service Centre
- Villages

Lake District National Park boundary
Policy CS07: Central and South East Distinctive Area

Approximately 44% of all development will take place in the Central/South East Distinctive Area.

We have identified Ambleside, Staveley, Windermere/Bowness, and Grasmere as rural service centres. The villages are Chapel Stile/Elterwater, Troutbeck/Troutbeck Bridge, Crosthwaite, Lindale and Witherslack.

In the rural service centres we will:
- protect the vitality of the shopping areas in Windermere, Bowness, Ambleside and Grasmere. We will identify Central Shopping Areas for each of these settlements on the Proposals Map. We will maintain the shops in Staveley and consider ways to enable their on-going viability and to provide for local community needs,
- give priority to the provision of local affordable housing to help redress the housing imbalance. We will allocate sites in Grasmere, Ambleside, Windermere/Bowness and Staveley to provide a mix of housing types and tenures appropriate to meeting the identified needs of these communities. We will maximise the development opportunities on small sites to contribute to meeting the identified housing needs,
- seek to allocate new employment land at Windermere/Bowness and Staveley. We will seek to allocate additional sites at Ambleside and Grasmere to satisfy any further demand while recognising the cross boundary links with sites at Kendal, Milnthorpe and Grange Over Sands,
- develop opportunities for sustainable tourism focussed at Windermere and Bowness, Ambleside and Staveley, and Grasmere where they enable the economic and physical regeneration of the area, and
- support the provision of allotments in Ambleside and in Windermere/Bowness, the provision of facilities for young people in Staveley and in Windermere/Bowness.

We will support the University of Cumbria, as we recognise that it brings community benefits for the National Park. We will maintain the university campus at Ambleside and work with partners to support the on-going provision of undergraduate and postgraduate training courses at the Ambleside campus.

We will work with partners to seek solutions to infrastructure issues associated with the combined sewer network in Windermere/Bowness.

In villages we will:
- consider allocating sites for small scale housing development in Chapel Stile/Elterwater, Crosthwaite, Witherslack and Lindale to help alleviate the pressures from either high second home ownership or high levels of affordable housing need. Small scale development in Troutbeck/Troutbeck Bridge will be encouraged to meet the identified housing need,
- seek to continue to allocate the employment site at Troutbeck Bridge.
and promote its development for employment use,

- support proposals for small scale employment use within or well related to Chapel Stile/Elterwater, Crosthwaite, Witherslack and Lindale.

- give priority to protecting existing retail uses and local shops, and to supporting development proposals for additional local shops, and

- support the provision of a children’s play area in Troutbeck/Troutbeck Bridge.

In cluster communities and the open countryside we will support small scale proposals to diversify the rural economy, in particular farm diversification schemes.

We will:

- recognise the southern tip of Windermere (Haverthwaite/Backbarrow /Newby Bridge/Lakeside area) as an important transport hub/interchange where a choice of transport modes can be achieved. This role is a significant integral element of the Windermere Waterfront Programme. We will seek to strengthen Lake Windermere’s role as a transport corridor. We will aim to reduce non-essential travel, especially by car-based visitors, between the Central/South East area, other Distinctive Areas and areas outside the National Park. We will support initiatives that strengthen the sustainable transport links between settlements in the Central/South East area and Kendal and Grange over Sands. In particular, we will support initiatives that increase use of the Lakes Line. We will work with partners to facilitate cycle routes around Windermere and between Bowness and Ambleside, as part of the Keswick to Kendal cycleway. And improve public transport and community transport services across the Central/South East Distinctive Area,

- support the provision of amenity green space provision catering for informal play or ballgames, and

- work with partners to deliver public realm enhancement as part of the Windermere Waterfront Programme and elsewhere.

We will use the Lake District Landscape Character Assessment to guide development and land use change. We will strengthen the landscape character of the Central/South East, for example by:

- conserving and enhancing the varied character types of this area, from estuary and marsh, coast and coastal limestone, to upland valley, high and low fell fringes, and the predominant low fell areas in which key landscape elements include semi-natural woodland, heath, parkland and boundary features, and

- protecting the character of the quieter areas including the Winster Valley and Whitbarrow.
Policy CS08: Windermere Waterfront Programme

What do we want to achieve by 2025?

3.22.1 The Windermere Waterfront Programme will help us to deliver the Vision for the Lake District National Park which seeks to provide a world class visitor experience. The Programme will enable us to ensure the delivery of strategic objectives SO9-12 in an area which is a particular focus of tourist accommodation and facilities. This programme will ensure that the lake, Windermere, is at the heart of a cohesive destination providing a sustainable, world class visitor experience. It builds upon evidence including the Lake District Economic Futures Policy Statement (NWDA, 2005) and Cumbria Serviced Accommodation Study (Locum Consulting, 2008).

3.22.2 We will enhance key sites around the lake, especially the public realm. We will link these sites via the lake and other sustainable transport options, including the national rail network at Windermere. The result will be managed visitor pressures and better transport connectivity. Where new development is part of the programme, it will deliver outstanding sustainable design quality taking inspiration from its surroundings.

3.22.3 Within the Windermere Waterfront Programme, we consider Bowness Bay and The Glebe area to be particularly important. We have identified it through a Strategic Appraisal as the best place in the Lake District to deliver a world class visitor experience. It is a significant destination point for visitors to the lake and for many, provides their main outdoor experience of the Lake District. As the point where the settlements of Bowness and Windermere meet the lake and for its role as a hub of lake transport, it is a lynchpin destination in terms of tourism. But it has suffered from under investment with the result that its public realm and built environment has become degraded. To ensure the long term sustainability of Bowness Bay and The Glebe as a world class destination we have therefore identified it as a strategically important location within the Windermere Waterfront Programme. We will define land in this area as a strategic regeneration site in the Allocations of Land Development Plan Document. We will bring forward planning policies to help deliver its enhancement, particularly of its public realm and bring forward the infrastructure and necessary leverage to secure public and private investment to achieve this. If necessary, we will produce a Supplementary Planning Document.

3.22.4 Together, the enhancement and improvement of the key sites around and related to the lake provide a critical mass of attractions and facilities which have the potential to be a world class destination. Our aspirations for the key sites are:

Waterhead, Ambleside: There will be physical regeneration including high quality public realm to support its role as a gateway to Ambleside and the north shore of Windermere.

Low Wood Hotel: A new design for a conference centre catering for up to 600 participants will be developed. There is also an extant planning permission on this site.
Lake District Visitor Centre at Brockhole: We will redevelop the site as an exemplary National Park Visitor Centre, establishing a gateway to the National Park and a taster for experiences that the National Park offers.

Windermere Steam Boat Museum: The site will be redeveloped to provide a high quality attraction, including housing an internationally important collection of historic vessels.

Bowness Bay and The Glebe: We have identified the site as a strategic location for a long term development opportunity. An exemplar regeneration project could enable comprehensive redevelopment of the lake frontage, together with improved traffic management, improved public access to the lakeshore and strengthening the role of the Glebe open space.

Southern Node of the Windermere Waterfront Programme: We will enhance this area’s role as a visitor destination. It also has the potential to provide a southern entry point, via the High and Low Newton by-pass, to Lake Windermere, its attractions and the National Park. This will potentially include sustainable transport connections to Grizedale Forest Visitor Centre. The area includes:

- Lakeside: Opportunities for improvements to the Windermere Lake Cruises terminus and surrounding public realm. Improvements are planned for the Lakeside Hotel.
- Fell Foot Park: Improvement and enhancement of the existing pleasure gardens and their facilities, with improved connections to Lakeside and other destinations.
- Backbarrow Motor Museum: The new home of the Lakeland Motor Museum will become an important visitor destination. Improved transport links via a new rail halt will consolidate its role and link it into a more sustainable transport network.
- Haverthwaite Railway Terminal: The Lakeside and Haverthwaite Railway is an important visitor destination in its own right and could be further developed.

Windermere Green Infrastructure: Sensitive improvements to the quality of the experience at sites along the western shore will enhance opportunities for enjoying the spectacular surroundings. Any improvements must retain and enhance the character and value of the more tranquil lakeshores. Opportunities include developing a round Windermere cycle route and restoring and interpreting existing cultural resources.

Links to other sites: There is scope for connectivity to sites outside of the Windermere Waterfront Programme, including the Wordsworth Trust in Grasmere and Hill Top, near Hawkshead. These sites could be part of the overall destination if we can improve sustainable transport connections.

3.22.5 The sites making up the Windermere Waterfront Programme are illustrated in Figure 7.
### Policy CS08: Windermere Waterfront Programme

We will support proposals for sustainable tourism development to deliver a cohesive world class visitor destination at the key sites comprising the Windermere Waterfront Programme where it would:

- incorporate the highest quality of sustainable, locally distinctive design appropriate to the character of the area, and
- incorporate measures to celebrate proximity to water and to protect and enhance water quality where appropriate, and
- incorporate improvements to the public realm, where appropriate, and
- incorporate improvements to accessibility by sustainable forms of transport.

Where appropriate, we will seek developer contributions and management agreements to meet transport and infrastructure requirements, including investment in the public realm.

We will work with partners to develop and improve sustainable transport connections on and around the lake.

We will retain and enhance the character of the more tranquil areas around the lake while strengthening the opportunities for passive enjoyment, including for walking and cycling.

Bowness Bay and The Glebe, Bowness on Windermere is a strategic regeneration location for development to transform the visitor experience, in accordance with the above principles, we will define the extent of the location, together with more detail of the scale and nature of development, in the Allocations of Land DPD.
Figure 7: Windermere Waterfront Programme – Key Sites

- Link to Grasmere
- Waterhead
- Low Wood Conference Centre
- Lake District National Park Visitor Centre
- Windermere Steam Boat Museum
- Bowness Bay and The Glebe strategic location
- Windermere Green Infrastructure
- Link to Hawkshead
- Lakeside
- Fell Foot
- Haverthwaite Rail Museum
- Southern node of the Windermere Waterfront Programme
- Lakeland Motor Museum

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Policy CS09: South Distinctive Area

3.23 What’s it like now?

3.23.1 The area is dominated by the backdrop of sweeping high fells, which include the Old Man of Coniston and Scafell Pike. Away from the main settlements, there is a very strong sense of remoteness, isolation, wilderness and tranquillity. This is characterised by open and natural valleys, frequent small patches of deciduous woodland, and an extremely sparse settlement pattern of isolated lakeland farmsteads dotted amongst pasture fields.

3.23.2 The area has strong historic and cultural associations.

3.23.3 The population of the area is 6033, and most people live in the main settlements of Coniston, Hawkshead, Broughton-in-Furness, Backbarrow and Haverthwaite. The north of the area has good links with Ambleside, Windermere and Bowness, and to Ulverston outside the National Park in the south.

3.23.4 The rural service centres provide access to a range of local services and are served by a secondary school based in Coniston. Barrow-in-Furness is the main retail centre outside the National Park for residents in the South area. Both Ulverston and Barrow provide access to a range of services, such as hospitals, not available locally within the Distinctive Area.

3.23.5 The whole of the area is popular for recreation and offers a variety of tourist attractions. The area is served primarily by a network of minor roads, complemented by a good network of pedestrian and cycle trails. Sustainable transport is part of the visitor experience in this area. The steam-powered ‘Gondola’ and solar powered launches operate on Coniston Water and there are traffic free cycle routes.

3.23.6 The area has a high demand and high pressure housing market, with limited opportunities to buy affordable housing. Approximately 58 percent of the housing stock of 3050 dwellings is owner occupied. The median house price is £274,000 and median income £27,090, giving a median income to house price ratio of 10:1. The market is distorted by high numbers of second homes and holiday homes. Approximately 14 percent of the housing is used for second homes, rising to 51 percent in Coniston.

3.23.7 Tourism and agriculture are an important part of the local economy, contributing to the area’s strong identity as a living and working community. Outside the National Park, Ulverston has a good technological base, and is enjoying growing links with the offshore oil and gas industry. Ulverston relies on major employers (GSK, Expro), and on the coastal town employers such as BAE systems and British Nuclear Fuels (BNFL).

3.23.8 The area has a good range of open spaces, sport and recreation facilities. Grizedale Forest Park provides opportunities for walking and mountain biking. It also hosts a popular high ropes course.
3.24 What are the issues?
3.24.1 There is a lack of affordable housing throughout the area. Recent surveys have identified a housing need of 198 affordable dwelling units. In addition, by 2025 we anticipate that 31 percent of the population will be age 65 and over, which will influence future residential needs.

3.24.2 The area has very low unemployment rates, but these hide significant levels of deprivation when looking at the quality of employment, limited access to different types of employment and the limited access to services. Wages are relatively low and there is underemployment in both the tourism and agriculture sectors, with a high proportion of double jobbing and part-time working.

3.24.3 Farming forms an important part of the economy but is facing pressures ranging from national and international economic factors to an ageing workforce and a lack of young people entering the industry.

3.24.4 Pressure for more tourism related development in Hawkshead and Coniston is unlikely to diversify the economy, and may not be compatible with local community interests.

3.24.5 Future development at Grizedale Visitor Centre could increase traffic on the minor roads. This would change the character of minor roads and tracks. Similarly, pressure for access to the high fells could cause lasting landscape scars. Increased access to Coniston Water may increase levels of pollution and will raise the risk of introducing invasive species.

3.24.6 The opening of the High and Low Newton by-pass makes part of this area more accessible to visitors. Further dualing of the A590 could have significant adverse effects on the character of the surrounding landscape.

3.24.7 The area is highly sensitive to noise and light pollution. Pressure from new development could result in a loss of tranquillity, which is a key feature of the area outside the main settlements. Pressure to regenerate the area may also impact on the industrial archaeology.

3.24.8 Flooding is becoming worse both in frequency and scale. Coniston, in particular, has major flooding concerns.

3.24.9 Broughton-in-Furness straddles the National Park boundary, meaning the settlement benefits from the planning services of the National Park Authority and South Lakeland District Council. It is important that both Authorities provide a consistent planning approach for Broughton-in-Furness as a whole.

3.24.10 There may be an increase in visitor pressure in the area as a consequence of Barrow-in-Furness developing as a port for cruise liners.

3.25 What do we want to achieve by 2025?
3.25.1 We want a balanced housing market which provides a good mix of housing types and tenures for both current and future generations.
3.25.2 Coniston, Hawkshead, Broughton-in-Furness, Backbarrow and Haverthwaite will continue as vibrant communities, providing a range of local services and public transport. In particular, we want the John Ruskin Secondary School in Coniston to have a secure future. We want to protect the vitality of Coniston and Hawkshead centres by retaining retail development in the Central Shopping Areas. And we will enable additional retail development in Broughton-in-Furness, close to the market square, where it provides for a local need, and retain the shops in Backbarrow. Parts of Coniston are at high risk of flooding which may compromise the ability in the long term to find sufficient suitable land to deliver housing to meet the identified need of the locality. Torver has strong social and physical linkages with Coniston and has the capacity to accommodate some of the development required to meet the needs of both settlements.

3.25.3 We want to broaden the economic base, by supporting a range of local employment opportunities that do not rely on the tourism industry. In particular, we want to promote enterprise and innovation by identifying new employment sites. This will include promoting, and possibly extending existing employment sites, converting existing buildings to business use, and supporting farm diversification schemes and cultural and technological industries. The mining industry is important to the area and we will encourage it to thrive within the limitations of a sensitive landscape. Local incomes will hopefully increase so that local people can buy houses on the open market.

3.25.4 We want to reduce the pressures from the volume of traffic on the minor roads leading to Grizedale Visitor Centre, thus alleviating traffic issues for communities in Satterthwaite, Rusland and Bouth.

3.25.5 We want to maintain existing open spaces and facilities, and ensure that they are accessible for residents and visitors. However, we need to effectively manage visitor demand for recreational activities so that we do not exceed the area's physical capacity. By conserving and enhancing this area's landscape, new development will not compromise the integrity of the built environment or its historic associations.

3.25.6 We want a sustainable future for tourism where it protects and preserves natural resources, brings benefit for the local community and contributes to diversifying or regenerating the local economy. There is an opportunity to develop the role of Lakeside/Backbarrow as a visitor destination, and to provide sustainable transport connections with Windermere and Grizedale.

3.25.7 The cross boundary links with Ulverston are important and we want to strengthen them. To meet the development needs of Broughton-in-Furness in a consistent way, we will liaise closely with South Lakeland District Council.
Figure 8: South Distinctive Area Map

Key
- South Distinctive Area
- Rural Service Centre
- Lake District National Park boundary
- Functional link
- Passenger boat

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Policy CS09: South Distinctive Area

We anticipate approximately 14% of all development will take place in the South Distinctive Area.

We have identified Coniston, Hawkshead, Broughton in Furness and Backbarrow/Haverthwaite as the rural service centres providing local services and facilities for this area.

In the rural service centres we will:

- protect the vitality of the shopping areas in Coniston and Hawkshead. We will identify Central Shopping Areas for each of these settlements on the Proposals Map. We will support additional retail development in Broughton-in-Furness to enhance its role as a rural service centre. We will maintain the shops in Backbarrow/Haverthwaite and consider ways to enable their on-going viability and to provide for local community needs.
- give priority to the provision of local affordable housing to help redress the housing imbalance. We will allocate housing sites in Coniston and Hawkshead where the need is most acute, to provide a mix of housing types and tenures appropriate to meeting the identified needs of these communities.
- seek to allocate new sites for employment use in Broughton-in-Furness and Backbarrow/Haverthwaite to serve the local demand and reinforce community sustainability. We will also seek to continue to allocate the site at the Old Sawmills in Coniston, and will consider allocating further employment land in Coniston and Hawkshead if there is additional demand.
- develop opportunities for sustainable tourism focussed at Coniston, Hawkshead, Lakeside and Backbarrow where they enable the economic and physical regeneration of the area.

In cluster communities and the open countryside, we will support small scale proposals to diversify the rural economy, in particular farm diversification schemes.

We will work with partners to support the improvement of sustainable transport modes to provide better links with areas outside the National Park such as Barrow, Ulverston and Kendal. We will also support schemes which help to reduce car-based travel to Grizedale Forest Park, and improve the level of sustainable transport including lake-based transport on Coniston. We will protect the Coniston to Foxfield railway line from development to maintain its potential for use as a sustainable transport route. We will work with others to improve public transport and community transport services across the South Distinctive Area, and will encourage more utility and recreational cycling.

We will consider allocating housing land in Torver to contribute towards meeting the identified housing need of Coniston, as Torver can accommodate growth without adversely affecting the integrity of the landscape. It may also have a role to play in accommodating some small scale development for employment use.

The management of development and land use change will be guided by the Lake District Landscape Character Assessment. We will strengthen the
landscape character of the South area, for example by:

- conserving and enhancing the varied landscapes of the South including estuary and marsh, coast, low fell fringe, lowland and predominantly high and low fell, and
- protecting the quieter areas around Woodland, the Rusland Valley and Dale Park.
4 Core Policies

Design and development

4.1 Introduction
4.1.1 The National Park is a living and working environment of outstanding natural quality, and it will be subject to pressures for change in many ways. We want developments to complement and to reinforce the spectacular landscape and the National Park’s special qualities.

4.1.2 We can do this by encouraging design excellence and by requiring all developments to be based on sustainable development principles. Our sustainable development principles are based on the need to protect the special qualities of the National Park, improve social well-being, reduce carbon emissions and sustain local economies.

4.1.3 Most development in the National Park will be relatively small in scale, due to the small population and the need to avoid adverse impacts on the landscape.

4.1.4 Where development impacts on infrastructure, environmental qualities, or has unavoidable adverse effects that can be mitigated against, we will use planning obligations as a tool to enable the development to take place. Planning obligations are an accepted way of ensuring that developers contribute towards infrastructure, or environmental or other enhancement that mitigates the effects of the proposed development.

Policy CS10: Achieving design excellence

4.2 Purpose
4.2.1 This policy explains our aim for design that takes its inspiration from the National Park landscape, and for high quality, innovative design.

4.3 Context
4.3.1 Development that achieves design excellence, that is of the right type, and in the right location, should add to the existing high quality natural and built environment.

4.3.2 National policies aim to secure high quality design. We want to establish a reputation for design that inspires people to live, work and enjoy the National Park.
Policy CS10: Achieving design excellence

We want development to be inspired by and to complement the outstanding quality of the landscape and the special qualities of the National Park.

We will support design that reinforces the importance of the local character and distinctiveness of our rural settlements and of the landscape. Design should inspire people and offer original ways of achieving sustainable development. Design should create places that are

- sustainable
- durable, safe and secure
- accessible for all sectors of the community
- functional
- aesthetic
- flexible; and
- suitable

for their location and use.

4.4 Explanatory text

4.4.1 Design is about much more than how a building or place looks. We are aiming for developments where inspirational design ensures that the development contributes to a sense of local identity and that incorporates sustainable development principles. Design should reflect the townscape, public realm and wider landscape, as well as complementing neighbouring buildings. It should also be the basis for durable and flexible developments, that can adapt to climate change and to changes in social and economic conditions. Maintenance of developments contributes to their durability, and we can influence this key element by encouraging high quality design. We will work with developers to meet our aims for design.

4.4.2 We will use the Lake District LCA and the Building in Context toolkit (produced by CABE and English Heritage) to assess the design of development proposals. In order to continue to achieve design excellence, we will encourage and collaborate in design review when appropriate.

Policy CS11: Sustainable development principles

4.5 Purpose

4.5.1 We aim to be an inspirational example of sustainable development in action. We will apply this set of principles to all development proposals in the National Park.

4.6 Context

4.6.1 Sustainable development is the core principle underpinning spatial planning. PPS 1 sets out a detailed approach to planning for sustainable development, while PPS 7 explains how rural areas can achieve sustainable development. As a National Park, we should strive to be an exemplar of sustainable development. This is one way in which we might inspire others.
Policy CS11: Sustainable development principles

We want all development to be designed and carried out in a way that avoids adverse effects on the special qualities of the National Park. We will require all proposals to apply the principles of sustainable development. Developments will:

1. be in locations that are consistent with our strategy for rural service centres, villages and Cluster communities. New developments should demonstrate efficient use of land and buildings;

2. conserve and enhance the character and quality of the local landscape, of the wider countryside and of the built environment;

3. reduce people’s need to travel, by demonstrating that the development is accessible by cycling, walking or public transport including water-based transport;

4. provide high quality, sustainable design and construction, including minimising waste;

5. demonstrate efficient use of energy and water resources, and promote use of renewable energy technologies;

6. reduce flood risk within the development and elsewhere through choice of location and appropriate design, including a requirement for sustainable drainage systems;

7. avoid adverse effects on, and where appropriate enhance, the quality or quantity of natural resources including water, air, soils, geodiversity and biodiversity.

8. demonstrate efficient use of infrastructure and services; and

9. minimise light and noise pollution

4.7 Explanatory text

4.7.1 Sustainable development means enabling communities to develop in a way that provides for their current needs, but protects the National Park’s landscape, special qualities and resources for future generations so that they are also able to provide for themselves.

4.7.2 Economic and social considerations, such as working towards a sustainable economy and social inclusion, are important aspects of sustainable development. These are implicit in the Core Strategy, including the vibrant and sustainable settlements (CS2) and settlement form (CS3) policies. Along with avoiding adverse effects on the special qualities of the National Park, development should promote community cohesion and equality and diversity, and contribute to a high quality of life.

4.7.3 All developments must demonstrate that they are inline with the Sustainable Development Principles. This should be part of the Design and Access Statement where one is required. Where not required, the application should still demonstrate that the proposal meets the Principles.

4.7.4 To ensure the efficient use of land and buildings, existing buildings must be used and re-used where feasible, rather than creating additional new
development. We will apply the following order of priority for developments:

- appropriate reuse of existing buildings worthy of retention
- reuse of previously developed land and finally
- use of previously undeveloped land

4.7.5 Reducing the need to travel is a fundamental long-term way of reducing carbon emissions. It is about providing choices, so that new development enables people to access employment, shopping and services close to the places that they live. Reducing the need to travel is also about supporting choices for cycling, walking or public transport in new development. Policy CS14, sustainable transport solutions, provides additional detail on how developments should reduce people’s need to travel.

4.7.6 Our design policy, CS10, provides detail on design excellence and sustainable design. We can give guidance on sustainable construction, and encourage use of materials with low-embodied carbon. We will rely on building regulations to ensure that buildings are suitably constructed. We provide further details on minimising construction waste in Waste management Policy CS31.

4.7.7 Policies CS15 and CS16 provide further direction on energy efficiency and increasing the proportion of renewable and low-carbon energy in developments. Policy CS17 talks about reducing flood risk as part of developments.

4.7.8 Development proposals must demonstrate efficient use of infrastructure and services to avoid problems where there are capacity issues. For sewerage, the Environment Agency does not support use of packaged treatment plants where a mains sewer connection is feasible.

**Policy CS12: Major developments**

4.8 **Purpose**

4.8.1 This is how we will assess the benefits and detriments of any exceptional proposal for major development. We define what we mean by ‘major’ development, and the measures we expect developers to apply to major developments.

4.9 **Context**

4.9.1 The Government’s longstanding view has been that major development should not take place in National Parks save in exceptional circumstances, as stated in PPS 7 and the English National Parks and the Broads UK Government Vision and Circular 2010. Such circumstances include the Silkin Test principles – that the development is absolutely necessary and in the national interest and that there is no practical alternative.
### Policy CS12: Major developments

Major developments will be subjected to the most rigorous examination and must be shown to be in the public interest. They will only be permitted in exceptional circumstances where it can be demonstrated that:

- there are no alternative sites available outside the National Park;
- there is a proven overriding national need that cannot be met in any other way;
- the development is designed and carried out to cause least practicable harm;
- any detrimental effects on the special qualities of the National Park can be adequately mitigated; and
- the development has no overall adverse impacts on the local economy.

All possible measures should be taken to minimise the adverse effects of development and associated infrastructure and where appropriate:

- provision should be made to meet local community needs;
- acceptable measures should be secured for site restoration; and
- arrangements should be made for suitable local community engagement prior to and during the development and subsequent restoration.

Major development is defined as development which is more than local in character and which has a significant adverse impact on the special qualities of the National Park.

### 4.10 Explanatory text

**4.10.1** When assessing any proposals, we will take into account the extent to which mitigation can overcome any adverse impact on the National Park’s special qualities, or on the ability of the public to understand and enjoy the special qualities. We will also take the cumulative impact of the development into account, when viewed with existing development or other proposals. Where there is an overriding national need, we will need to minimise any harm or adverse local impact (short and long term). In all cases we will require full public consultation. We will also require the developer to meet any local community needs reasonably related to the proposed development, where this will mitigate any adverse effects.

**4.10.2** Examples of major development proposals include road schemes, pipelines, energy supply schemes (conventional, nuclear or large scale renewable), water supply schemes, large scale tourism or leisure schemes, major mineral workings or proposals for major new waste disposal or management facilities (including those for nuclear waste). However, it is not just the major development itself which may impact on the National Park. For example, upgrades to the electricity distribution network or transport network may be required as a result of the proposals for new nuclear power stations or facilities for the disposal of
radioactive waste in West Cumbria. Although the facilities themselves may be outside the National Park, these proposals could still have significant environmental effects if the infrastructure associated with them passes through the National Park. We will therefore assess relevant proposals for infrastructure associated with major developments under this policy.

4.10.3 Where a proposed major development is likely to have a significant effect on a Natura 2000 site, it will be subject to Appropriate Assessment under the Habitats Regulations. Where the assessment identifies adverse impacts on a site’s qualifying features, the developer must avoid these by identifying alternative sites. Where no alternatives exist, the developer must then identify mitigation measures. If significant effects remain after avoidance and mitigation, the proposed development must meet the Habitats Regulations criteria of Imperative Reasons of Overriding Public Interest (IROPI), and compensatory measures must be identified.

Policy CS13: Planning obligations

4.11 Purpose
4.11.1 This policy sets out the circumstances where we will apply planning obligations as part of approving a development proposal.

4.12 Context
4.12.1 In order for development to take place within infrastructure capacity, without harm to interests of acknowledged importance, or in accordance with policy, we may require the development to be accompanied by limitations or contributions that go beyond those that we can secure by planning conditions. In these circumstances, we can enter into legal agreements with the developer to secure the necessary contributions or limitations. These legal agreements are known as planning obligations under Section 106 of the Town and Country Planning Act 1990.

4.12.2 Circular 05/2005 provides guidance on the use of these obligations, including the principle that planning permissions must not be bought or sold, and that we should only seek obligations where they are necessary to make development acceptable in planning terms.

4.12.3 We have used planning obligations for several years to deliver the appropriate type of housing development in accordance with our policies and will continue to do so. There may also be circumstances where, in order to make a development acceptable, we will require the developer to make a contribution towards infrastructure, or towards environmental or other enhancement to allow a development to take place or to mitigate for its impacts.
Policy CS13: Planning obligations

We will seek planning obligations, including developer contributions, where appropriate:

- to ensure that development is of a nature that will contribute to achieving the Strategic Objectives for the Lake District; or
- to mitigate the impact of development, including incremental impacts; or
- to compensate for loss or damage caused by a development.

Planning obligations may relate to:

- securing affordable/local needs housing;
- highways infrastructure and the provision of sustainable modes of transport, travel plan measures and support for community transport initiatives;
- service and utility infrastructure;
- historic environment;
- bio-diversity;
- enhancement of the public realm;
- maintenance and enhancement of the public rights of way network;
- recreation including open space, play and sport facilities;
- woodland planting and restoration; and
- flood risk attenuation.

Details of the requirements will be set out in a Planning Obligations Supplementary Planning Document.

4.13 Explanatory text
4.13.1 This policy highlights circumstances where we will seek planning obligations and the matters which the proposal may need to address. We will use the following policies to determine the requirements for planning obligations:

CS04, CS05, CS06, CS07, CS08, CS09, CS11, CS12, CS14, CS16, CS18, CS19, CS20, CS21, CS24, CS26, CS27, CS28, CS29, CS31

4.13.2. The ‘Community Infrastructure Levy’ (CIL) is a new charge which local authorities in England and Wales are empowered, but not required, to charge on most types of new development in their area. The Lake District National Park Authority does not currently intend to use CIL due to the difficulties in establishing appropriate thresholds for when payments are required, because the scale of development is typically so relatively small in the National Park. We also believe that if CIL is advanced in the future in the Park then this would be part of a Cumbria wide approach to ensure a consistency across the sub-region.

4.14 Climate Change
4.14.1 There is strong scientific consensus that climate change is occurring, and that it is primarily a result of increased greenhouse gases that alter the planet’s natural heating and cooling processes. Carbon dioxide is
one of the main greenhouse gases, and carbon dioxide emissions have been gradually increasing due to human activity.

4.14.2 The Low-Carbon Lake District (2008) report suggests that the National Park will experience warmer, wetter winters and hotter drier summers as a result of climate change. There are likely to be impacts on biodiversity, as some species move northwards and others higher up mountains to survive higher temperatures. We have a significant percentage of England’s peat bogs in the National Park, and we must try to ensure that these do not dry out or we risk releasing large volumes of carbon into the atmosphere as well as a loss of biodiversity. We talk about some of the adaptation and mitigation measures that we can apply through spatial planning in the landscape and biodiversity policies CS25 and CS26 of this document.

4.14.3 Climate change will bring other changes to the National Park, as people in our communities and those outside the National Park adapt. More demand for water, changes in tourism patterns, increased flood risk, changing agricultural patterns, migration and economic impacts are some of the key issues to which we will need to adjust. Increased flood risk is a concern for our settlements, particularly those based close to lakes or rivers.

4.14.4 The Climate Change Act sets a target for the UK to reduce greenhouse gas emissions by 80 percent by 2050, with an interim target to reduce carbon emissions by 26 percent by 2020. This means that each region in the UK will need to achieve substantial reductions in emissions.

4.14.5 We do not have emissions data for the National Park, but the data for Cumbria gives us an approximate picture. Cumbria has high emissions per head of population, around 16 tonnes, compared to 7 tonnes for Greater Manchester. Dispersed populations, such as in the National Park, tend to have high levels of road transport and corresponding high levels of carbon emissions. Although there is no specific data available, the Low-Carbon Lake District report estimates that greenhouse gas emissions of the National Park, per head of population, will be even higher than for Cumbria. Added to this, the transport and energy use of over 8 million visitors to the National Park considerably increases our overall emissions.

4.14.6 We have signed up to a per capita carbon dioxide emission reduction in Cumbria of 11.5 percent, by 2011. The biggest reductions in carbon dioxide emissions in the National Park will come from changing our transport patterns, as the biggest carbon implications of any development comes from the transport uses associated with it. Through our development policies, we can reduce our need to travel and enable our communities to make choices about reducing their carbon emissions. Reducing the amount of energy that we use at home and at work, and increasing the proportion of our energy that comes from low carbon and renewable energy sources, are additional ways of reducing our contribution to climate change. We address the issue of climate change and reducing carbon emissions throughout this Core Strategy, and specifically through our achieving vibrant and sustainable
settlements (CS02), sustainable transport (CS14), energy efficiency (CS15) and renewable and low carbon energy (CS16) policies.

Policy CS14: Sustainable transport solutions

4.15 Purpose
4.15.1 This policy aims to reduce the need to travel, promote sustainable transport choices, and ensure that highway design respects the character of the National Park.

4.16 Context
4.16.1 Traffic and transport affects us all, be it for business, domestic or leisure uses, and whether we use private vehicles or travel more sustainably. The growth in traffic on main roads across the National Park, for example, is estimated at one percent a year. Carbon emissions, not just from visitor-related trips, are contributing significantly to climate change.

4.16.2 The National Park is served by a network of roads, bus routes, rail links, cycle ways, bridleways and footpaths, together with boat services on some of the larger lakes. But Cumbria has a dispersed population and settlement pattern, and for many residents there are limited transport choices. Residents often need private vehicles to access jobs, goods and services.

4.16.3 About fifteen per cent of households do not have access to a car, and rely on other forms of transport. This too presents problems. In some areas frequent bus services are not commercially viable, and rail services can only provide for a limited proportion of demand. And we need efficient transport links if we are to regenerate areas like the west coast, which has suffered industrial decline and has relatively high levels of unemployment.

4.16.4 Tourism adds significantly to traffic in the National Park. Most visitors come to, and travel around, the National Park by car, and sight seeing by car is one of the most popular activities. Congestion is common on weekends and holiday periods, particularly on key routes, such as the A591, and at popular destinations in the central Lake District. This adversely affects visitors’ enjoyment, residents’ quality of life, and public safety.

4.16.5 Car parks in the National Park are a mix of pay and display and free parking, owned and operated by public and private bodies. There is on and off street parking, formal or otherwise, both in and out of settlements. This mix leads to a fragmented management approach, with differences in the quality of car parking and facilities such as toilets and information points. Road side parking on minor roads can disrupt the day-to-day lives of residents and local businesses.

4.16.6 ‘Rural Roads at Risk’ highlights how the character of many Cumbrian roads has changed in recent years. An increase in traffic has been accompanied by larger signs, more surface markings and colourings, and more lighting and curbing. Many roads have had major changes in
layout to provide for, or make them safer for, more and faster traffic. The 'fit for purpose' approach is contrary to maintaining and enhancing landscape character and local distinctiveness.

4.16.7 The real challenge is tackling traffic growth and protecting environmental quality, without compromising business interests or restricting residents from their day-to-day activities. Partners must work together to achieve this. The Highways Agency manages the motorway and trunk road network in Cumbria, while Cumbria County Council (CCC) is the Highways Authority for the rest of the road network. Various private operators run bus, rail and boat services.

4.16.8 Government policy focuses on reducing the need to travel, and promoting sustainable travel choices. This is clear in the Transport Act 2000, the White Paper 'A New Deal for Transport: Better for Everyone', Planning Policy Guidance Note 13, and 'Low Carbon Transport: A Greener Future'. Government emphasises the need for integrated planning, more sustainable movement of freight, reduced parking and adoption of road hierarchies that are based on road character. It advises that, subject to safety, environmental quality should be the primary aim for road planning, management and design in National Parks.

4.16.9 The Local Transport Plan (2006 to 2011) is the local delivery framework. It reflects the wider context of regional economic and spatial guidance. It sets out a vision for Cumbria's transport network that provides safe access to jobs and services; supports a sustainable economy; maintains and improves the quality of the built and natural environment; and contributes to better public health. Key transport priorities are to develop transport infrastructure to support improvements in the Cumbrian economy, improve accessibility to jobs, education and training, health and other key services, reduce the high level of road casualties, and maintain, to a high standard, the extensive road network.

4.16.10 The LTP emphasises reducing the need for resident and visitor travel, and increasing sustainable transport options so that people can access places safely and with minimum environmental impact. Within the National Park, it says there should be no net increase in car parking capacity or permanent measures merely to accommodate peak traffic demand. The LTP particularly emphasises the need to address visitor-related trips. It highlights the effects of road-side parking on traffic flow, ecology and highway maintenance.

4.16.11 Other key reports include the Countryside Access Strategy, which aims to 'improve the quality of life, promote health and help tackle climate change by encouraging people to walk, cycle and take public transport and other sustainable travel options', and Cumbria Rights of Way Improvement Plan 2007 which aims to 'identify and implement a network of quiet lanes where priority is given to walkers, cyclists, horse-riders and people with limited mobility'.
Policy CS14: Sustainable transport solutions

We will reduce the need to travel within and through the Lake District National Park, and promote the development and use of sustainable travel choices.

Appropriate development proposals should:

- contribute to improvements in the provision of, linkages with, and accessibility to sustainable modes of transport including rail, bus, boat, cycling, horse-riding and walking;
- reduce non-essential travel especially by car-based visitors;
- reduce road-based freight; or
- encourage the transfer of freight to other modes of transport.

Additionally public parking provision will only be allowed if it is a proven component of a strategic traffic management scheme.

The rural character of roads should be maintained and, where possible, enhanced.

The rights of way network will be safeguarded and, where possible, improved.

Disused railway lines will be protected from development that would compromise future reuse as sustainable transport routes.

4.17 Explanatory Text

4.17.1 Development proposals will usually have an impact on the highways and transport networks. We will consider the impact on these networks, in relation to policy, safety, accessibility, design quality, and capacity.

4.17.2 Schemes and applications should have regard to the Cumbria LTP, and Lake District National Park Management Plan. Many traffic and transport solutions are as much about traffic management as land use planning.

4.17.3 In 2008 we began working with partners on the phased development of a sustainable transport framework. We have identified the nature, scale and significance of current issues, examined good practice from elsewhere, and developed a transport vision for each of the five Distinctive Areas.

We have also agreed a joint delivery programme with Cumbria County Council. Our identified priorities are:

- transport hub development (including the improvement of interchange between different modes of transport, and parking provision)
- traffic management (including the management of access to, and within, different areas of the National Park)
- cycling and horse riding network development (including the strategic development of networks)

- passenger transport improvement (including development of high quality waiting facilities, information provision, service and ticketing integration, marketing and communications).

- low carbon vehicle network development (including demonstration of alternatively fuelled vehicles, market appraisal and development of recharge and refuelling infrastructure).

Responsibility for project programming and management - including locations, timings and responsibilities - is being shared between the Lake District National Park Authority and Cumbria County Council.

The Transport Framework will be incorporated into Local Transport Plan 3 (LTP3) to ensure that Cumbria County Council’s strategic transport policies support its delivery. LTP3 will be linked to the Rights of Way Improvement Plan. We will be working with partners, including the Lake District National Park Partnership, to deliver projects within each of the 5 priority programmes.

Policy CS15: Maximising energy efficiency

4.18 Purpose
4.18.1 We aim to help reduce carbon emissions and reduce people’s energy costs, by achieving the highest practical energy efficiency in developments.

4.19 Context
4.19.1 Burning fossil fuels for heating, lighting and air conditioning the places we live and work contributes to carbon emissions. Minimising energy consumption and increasing energy efficiency is the first step towards meeting Cumbrian, regional and national targets for reducing carbon emissions. Reducing energy use through effective layout and design of development, and incorporating high standards of insulation can help achieve these aims.

4.19.2 The principle of sustainable design and construction is to build in a manner that promotes energy conservation, reduces carbon emissions, enhances the existing natural and built environment and creates a healthy space to live or work in.

<table>
<thead>
<tr>
<th>Policy CS15: Maximising energy efficiency</th>
</tr>
</thead>
<tbody>
<tr>
<td>All development must achieve the highest practical energy efficiency through:</td>
</tr>
<tr>
<td>• location</td>
</tr>
<tr>
<td>• orientation</td>
</tr>
<tr>
<td>• layout and</td>
</tr>
<tr>
<td>• design.</td>
</tr>
</tbody>
</table>
Evidence must be provided to demonstrate any circumstances where these requirements are not viable or feasible.

4.20 Explanatory text
4.20.1 In requiring all development to achieve the highest practical energy efficiency, we recognise that the extent to which developments will achieve this is proportional to the scale and purpose of the development. For example, we would not expect agricultural buildings to have high standards of insulation, but we will encourage these developments to incorporate energy-efficient lighting in their design.

4.20.2 Building regulations are likely to remain the main way of improving energy efficiency in new developments. Building regulations will progressively require all new homes to achieve zero carbon by 2016. Government also has an ambition for all new non-domestic buildings to be zero carbon from 2019. We have a role to play in ensuring that new development or the alteration or refurbishment of existing buildings achieves high energy efficiency, and we will provide appropriate guidance for developers. We will support the use of the Code for Sustainable Homes for residential developments, and BREEAM methodology for non-domestic buildings.

4.20.3 We recognise that most new housing development will be affordable housing, to meet local housing need. However we also recognise that those in need of affordable housing are most susceptible to rising energy bills and should not bear the cost of energy inefficient homes. We will encourage developers to incorporate energy efficiency measures in their developments at the design stage, to minimise any additional costs. (This would be home owners not developers).

4.20.4 Evidence to demonstrate energy efficiency should be part of the Design and Access Statement or the application form for those cases where we do not require a Design Statement. Where energy efficiency is not viable or feasible, the developer must provide evidence to demonstrate the relevant circumstances in their application.

Policy CS16: Generating renewable and low carbon energy

4.21 Purpose
4.21.1 We aim to increase the proportion of energy generated through renewable and low carbon sources.

4.22 Context
4.22.1 The UK has signed up to the EU Renewable Energy Directive. Part of this is a UK target of 15 per cent of energy from renewable sources by 2020.

4.22.2 Planning Policy Statement 22 (PPS 22) is clear that in National Parks, we should only grant planning permission for renewable energy projects where the proposal will not compromise the objectives of the designation. We recognise, however, that the National Park has an
important role to play in reducing Cumbria’s carbon emissions, and we want to be a leader in promoting decentralised and small-scale renewable energy schemes.

4.22.3 The National Park has an abundance of natural resources that we can use to generate low carbon and renewable energy, particularly from water, biomass, and anaerobic digestion from agriculture. We are working to identify potential hydro power sites in the National Park that may be suitable for community-based hydro schemes. Stage 1 of the Lake District National Park Hydro Scoping Study indicates that there is significant hydro generation potential at high-head sites throughout the National Park, and that some of these sites would have a reasonable pay back period of 7-12 years. We will do more work to assess the ecological sensitivity of the sites identified, and to look at some of the sites in more detail to determine their suitability for hydro development. Other agencies are doing similar feasibility studies into hydro power and biomass in the National Park and in Cumbria.

4.22.4 Woodfuel is particularly suitable for the National Park, given the large areas of woodland. It has potential benefits for local biodiversity, particularly when harvested from existing semi-natural woodland. Energy from solar, wind and ground source heat pumps can also make a contribution to increasing power from low carbon energy sources.

4.22.5 Many renewable energy technologies are suitable for small-scale and decentralised energy schemes. Small-scale schemes can be designed in ways that do not impact adversely on the landscape. Small-scale energy generation schemes help communities to engage in energy issues, creating the link between people’s use of energy and where it comes from. Finally, decentralised schemes are appropriate for dispersed rural areas, where connections to the gas or electricity grid may not always be possible or viable.

4.22.6 PPS22 tells us that we should consider the opportunity for incorporating renewable energy projects in all new developments. The policy states that ‘local planning authorities should specifically encourage such schemes through positively expressed policies in local development documents’. We have set thresholds and targets for renewable or low-carbon energy in new developments that will deliver a meaningful level of renewable energy in the National Park. In setting our thresholds and targets we have taken the level and number of developments in the National Park into account. We also recognise that these targets will not be feasible or viable for some types of development, for example agricultural buildings.

<table>
<thead>
<tr>
<th>Policy CS16: Generating renewable and low carbon energy</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>We want to increase the proportion of energy generated by renewable and low carbon sources.</strong></td>
</tr>
<tr>
<td><strong>We will support renewable energy developments, including any additional buildings or infrastructure directly related to the renewable energy scheme. Proposals should not adversely affect the landscape character of the National Park or its special qualities.</strong></td>
</tr>
</tbody>
</table>
When assessing proposals for renewable energy development, we will take into account the cumulative effect of additional renewable energy development in the locality.

We will assess wind energy developments in accordance with the Cumbria Wind Energy Supplementary Planning Document.

We will require all new housing developments and all developments for other uses of 200sqm or more floorspace to generate energy from decentralised and renewable or low-carbon sources to reduce the predicted CO2 emissions of the development by 10 per cent or more. We may adjust this requirement where the applicant provides evidence to demonstrate that it is not viable for a particular type or location of development.

We will encourage all developments to provide decentralised and renewable or low-carbon energy above the 10 per cent target where feasible.

4.23  Explanatory text
4.23.1 There is a presumption against large scale wind energy development in the National Park, as schemes of this scale will be incompatible with the objectives of National Park designation. However, the landscape in some parts of the National Park may have capacity for small scale wind energy schemes without adversely affecting the landscape character or other special qualities. This approach is consistent with the Cumbria Wind Energy Supplementary Planning Document (2007). We will assess renewable energy proposals in accordance with the Lake District National Park Landscape Character Assessment.

4.23.2 The requirement for a proportion of a development’s energy to come from renewable or low-carbon energy sources is based on the assumption that the development will meet Building Regulations standards in relation to energy use. On-site renewable or low-carbon energy should be incorporated into the development to further reduce the carbon emissions below those already achieved by meeting Building Regulations requirements for energy efficiency.

4.23.3 Research done by the Energy Savings Trust shows that the additional costs to developers for producing 10 percent of a new house’s energy from renewable or low-carbon energy generation are around 1 percent of the total cost. The unit cost of equipment is also decreasing as markets for decentralised energy generation develop. For most proposals, there is likely to be more than one type of technology that could meet the requirement. Simple measures, such as Combined Heat and Power (CHP) boilers would also contribute to meeting our requirement.

4.23.4 It is likely that some proposals will be able to provide renewable or low-carbon energy above the threshold in policy CS16. We will encourage these developments to provide any additional generation and to contribute to Cumbria’s carbon reduction targets.
Policy CS17: Development and flood risk

4.24 **Purpose**
4.24.1 We want to make sure that developments are located so they will not put people and buildings at risk, increase the risk of potential flooding elsewhere, or affect natural drainage and increase surface water run off.

4.25 **Context**
4.25.1 Water is a key feature of the National Park, with 9,158 km of watercourses, 19 km of coastline and a further 58.28 sq km of still water including the 18 main lakes. Eight percent of the National Park is directly affected by a functional floodplain and/or high flood risk area. This affects 554,000 buildings. A further 9 percent is in medium flood probability areas.

4.25.2 Flood events are becoming more frequent and larger. Experts predict that climate change could mean an increase in flooding as we experience milder, wetter winters and hotter, drier summers. In 2009, UK Climate Projections indicated a possible increase of 16 percent in average winter rainfall in the North West.

4.25.3 The average rainfall for the whole of the UK is 1080mm; on the fell tops around Derwent Water the annual rainfall is as high as 4175mm. The high fell rivers rise very quickly when it rains, typically within three to five hours. They also generate very high rates of runoff compared to other English rivers. There are several Catchment Flood Management Plans covering the National Park.

4.25.4 Most of our rural service centres are located around main rivers. On average approximately 13 percent of this is classed as high flood risk and 19 percent medium flood risk. These figures are considerably more in specific settlements as shown in the table below:

Table 2: Areas at risk of flooding in rural service centres

<table>
<thead>
<tr>
<th>Settlemet</th>
<th>Total (ha)</th>
<th>Medium flood risk Zone2 (ha) (%)</th>
<th>High flood risk Zone3 (ha) (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ambleside</td>
<td>101.8</td>
<td>16.07 (16%)</td>
<td>11.81 (12%)</td>
</tr>
<tr>
<td>Backbarrow and Haverthwaite</td>
<td>25.62</td>
<td>9.36 (37%)</td>
<td>8.6 (34%)</td>
</tr>
<tr>
<td>Bootle</td>
<td>10.12</td>
<td>0.11 (1%)</td>
<td>0.08 (1%)</td>
</tr>
<tr>
<td>Bowness and Windermere</td>
<td>243.7</td>
<td>9.81 (4%)</td>
<td>7.69 (3%)</td>
</tr>
<tr>
<td>Broughton in Furness</td>
<td>8.42</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Caldebeck</td>
<td>14.18</td>
<td>2.86 (20%)</td>
<td>2.42 (17%)</td>
</tr>
<tr>
<td>Coniston</td>
<td>31.33</td>
<td>14.08 (45%)</td>
<td>9.61 (31%)</td>
</tr>
<tr>
<td>Glenridding and Patterdale</td>
<td>10.38</td>
<td>1.73 (17%)</td>
<td>1.09 (11%)</td>
</tr>
<tr>
<td>Gosforth</td>
<td>36.2</td>
<td>5.13 (14%)</td>
<td>4.63 (13%)</td>
</tr>
</tbody>
</table>
In January 2005 Cumbria experienced severe storms and flooding following over 228.6mm rainfall in 48 hours. Keswick was severely affected. Consequently the Environment Agency is working on the Keswick Flood Alleviation Scheme to lessen the impacts of future flood events.

Planning Policy Statement 25 (PPS 25): Development and Flood Risk provides comprehensive guidance on how to reduce and manage flood risk. Local authorities should avoid development in flood risk areas, direct development away from the highest risk areas and take a precautionary approach to the increased risk from climate change. PPS 25 acknowledges that in National Parks, there is limited availability of unconstrained sites in areas with lower flood risk. It is clear that in specific settlements there is limited availability of developable land which is consistent with Policy CS03 and meets the requirements of the Sequential Test. In order to deliver against our strategic objectives and facilitate development opportunities which provide wider sustainable benefits to the community, such as contributing towards meeting the identified local affordable housing need, it will be necessary to consider sites to which the Exception Test applies as set out in PPS25. We may therefore need to apply the Exception Test more frequently.

Annex F of PPS25 addresses surface water management, and it includes the use of sustainable drainage systems (SUDS). PPS25 tells us that we should promote the use of SUDS for management of run-off.

We commissioned consultants to undertake a Strategic Flood Risk Assessment (SFRA) (2007), in partnership with the District Authorities, County Council and the Environment Agency. In 2009, the Environment Agency updated its flood maps and functional floodplain information to update the SFRA.

Development in the National Park is small-scale and does not generally trigger major infrastructure improvements.

The St Bees Head to Earnse Point Shoreline Management Plan includes the coastal area in the National Park. It sets out the management objectives and the strategic coastal defences for the coastal region.

<table>
<thead>
<tr>
<th></th>
<th>Area (ha)</th>
<th>Flood Risk</th>
<th>Flood Risk</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grasmere</td>
<td>25.54</td>
<td>13.19 (52%)</td>
<td>12.3 (48%)</td>
</tr>
<tr>
<td>Hawkshead</td>
<td>9.2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Keswick</td>
<td>197.4</td>
<td>56.3 (29%)</td>
<td>40.02 (20%)</td>
</tr>
<tr>
<td>Staveley</td>
<td>44.15</td>
<td>15.43 (35%)</td>
<td>3.59 (8%)</td>
</tr>
</tbody>
</table>

**Policy CS17: Development and flood risk**

We will assess development and land allocations in accordance with the sequential test set out in national policy. We will only support development requiring the application of the Exception Test where it is consistent with our Strategic Objectives.

Taking into account the impacts of climate change, development should:
not cause or increase the risk of flooding elsewhere;
- help to reduce the overall level of flood risk in and around the area;
- not affect the integrity of existing coastal and river defences; and
- not reduce the potential of land used for current or future flood management.

In addition

- where appropriate, a site-specific Flood Risk Assessment should support proposals; and
- if, after applying the sequential test and taking mitigating action, a residual risk remains, the proposal must demonstrate how this can be safely managed.

Exceptionally, we will consider additional sea and flood defences only where the proposal demonstrates that it is the most sustainable response to a particular threat.

We will support applications which seek to create natural floodplains or seek to enhance and/or expand floodplains in appropriate locations.

### 4.26 Explanatory Text

#### 4.26.1
The location of all development must meet the Sequential Test as set out in PPS 25. Its aim is to guide new development to areas with the lowest probability of flooding.

#### 4.26.2
In the first instance proposals should use the Environment Agency Flood Map and the Authority’s SFRAs to apply the Sequential Test. Where it is not possible to locate the development in zones with lower flood risk, we can apply the Exception Test if the development meets wider sustainability objectives.

#### 4.26.3
Development should not add to the locality’s flood risk, and should be part of the solution rather than adding to the problem. The design of all new development should minimise the run-off of surface water onto adjacent properties and into river systems through the use of sustainable drainage systems. This will help to reduce the overall flood risk. It may not be appropriate to apply this requirement to all types of development; we will determine this at the application stage and any requirement will be proportionate to the scale of the development. The design could include soakaways, permeable ground surface treatment and the use of water butts. When considering the location of new development, we will take flood pathways in storm events into account, so that the development does not inhibit the natural flow or storage of flood water.

#### 4.26.4
Development should also respect the capacity of existing local surface water drainage systems and consider alternative methods of drainage if there are capacity issues. This is particularly relevant in and around Windermere.
4.26.5 We will support development and land use change which helps to reduce the possibility of flooding in and around the area. The Keswick Alleviation Scheme and actions to support river naturalisation are examples of how upstream engineering can help to address flooding downstream. However, such schemes may sometimes conflict with the aim to maintain existing coastal and river defences, such as canalised beck. We will assess such applications on a case-by-case basis, to determine the best practicable solution.

4.26.6 Development on low lying land protected from flooding by tidal and fluvial defences is at risk of flooding at times of high water levels. A breach in tidal and fluvial defences could lead to serious flooding and put people at risk. It is therefore essential to ensure that we maintain the integrity and continuity of tidal and fluvial defences. We will not permit any development which poses a threat to these defences, unless the proposal includes appropriate remedial works.

4.26.7 We require site specific Flood Risks Assessments to demonstrate how the proposal will manage flood risk to the development itself and flood risk to others, now and taking climate change into account. An FRA should accompany applications for proposals of 1 hectare or greater in Flood Zone 1 and all new development proposals in Flood Zones 2 and 3. This will include an assessment of surface water and drainage methods, and the FRA should influence design decisions.

4.26.8 Those planning development should fully assess flood risk, propose mitigation measures and demonstrate that any residual risks will be safely managed.

4.26.9 We will consider applications for additional sea defences, taking into account the recommendations set out in the St Bees to Earnse Point Shoreline Management Plan, and considering the views of relevant stakeholders.

4.26.10 We will assess applications to create or enhance a floodplain against relevant Core Strategy policies and in partnership with relevant agencies.

**Vibrant Communities**

4.27 **Introduction**

4.27.1 Government defines a sustainable community as ‘a place where people want to live and work, now and in the future.’ ‘Sustainable Communities: Building for the Future’ is a national action plan, aiming to create sustainable communities that:

- are economically prosperous;
- have decent homes at prices people can afford;
- safeguard the countryside;
- enjoy a well-designed, accessible and pleasant living and working environment;
- are effectively and fairly governed with a strong sense of community.

This is very relevant to the National Park.
4.27.2 Against a backdrop of declining social housing and an influx of second home owners, many parts of the National Park have been left with a desperate shortage of affordable housing. The problem is particularly acute in the East, Central and South East, and South Distinctive Areas.

4.27.3 High levels of second home ownership means that many of our settlements have significantly reduced permanent resident populations. The knock-on effects are that businesses and local services – including shops, schools, post offices, pubs and village halls – struggle to survive due to lack of regular users. This leaves rural communities vulnerable to further isolation, with fewer young people and young families, and risks turning once-vibrant communities into retreats for wealthy visitors and retired people.

4.27.4 Open spaces within settlements are important as they provide communities with a sense of place. They provide opportunities for recreation and contribute to environmental and amenity quality. Sports facilities and children’s playgrounds are an essential ingredient in maintaining vibrant communities. These facilities and the public realm should be well designed to create a pleasant environment which people want to use.

4.27.5 Much of the National Park population is classified as 'sparse', reflecting the low density of households. Settlements in sparse rural areas are generally less accessible by public transport, the community relies on lower income industries, there are difficulties in accessing the local housing market and local service provision is continually threatened with closure. But their continuity is vital to the living, working National Park. These settlements rely on innovative and flexible solutions to maintain access to housing, services, education, healthcare and employment to secure the long term vibrancy of the area. The role of mobile service provision is extremely important in these areas.

**Policy CS18: Housing provision**

4.28 **Purpose**

4.28.1 This policy sets out the role of future housing development and how we aim to deliver our housing provision target.

4.29 **Context**

4.29.1 There is immense pressure on the existing housing stock in many areas of the National Park. This issue is due in part to the continuing trends of people moving from urban to rural areas for a better lifestyle, and of those buying second homes or homes to be used for holiday letting purposes. Earnings in many of our rural areas are lower than in neighbouring urban areas, due to the reliance on the tourism industry. This makes it difficult for people relying on local wages to compete for housing in an open market. At the same time, some stock of social housing has been bought through the Right to Buy Scheme and there has been limited new provision.
4.29.2 These factors have led to a significant increase in the ratio between earnings and house prices across the area. The government recommends that the ideal ratio for income to house price is between 2.9:1 and 3.5:1, depending on whether it is a single income or dual income. In the Central Lakes Housing Market Area this ratio is 13.6:1. As a result, young people and newly formed households cannot afford to buy on the local housing market, and they leave the National Park. In some places this negatively affects the vibrancy of our local communities.

4.29.3 Planning Policy Statement 3 (PPS3) requires Local Planning Authorities to undertake a Strategic Housing Market Area Assessment (SHMAA). We are currently undertaking this work with CCC and our neighbouring District Authorities. The SHMAA builds on the Housing Market Area Assessments completed in 2007, which uses information from the District-wide housing need surveys. We have used initial findings to improve our understanding of the housing market and to inform development of this policy. Four Housing Market Areas cover the National Park, and we have identified a need for approximately 2331 affordable housing units until 2011.

4.29.4 The methodology used for District-wide housing needs surveys can over-estimate the need figure. We therefore work closely with Cumbria Rural Housing Trust to undertake more detailed further local survey work to assess housing needs. Since 2007 we have funded the Parish Wide Housing Need Surveys.

4.29.5 Any housing developed must be of an appropriate scale and type to fulfil our strict requirements for meeting the identified local, and local affordable, needs.

4.29.6 Recommendations in the report Housing: An Effective Way to Sustain our Rural Communities state that ‘the percentage of second homes should not be more than 20 percent as this appears to affect the sustainability of any village.’ The Cumbria Housing Strategy 2006/2011 goes a step further through its ‘Balanced Indicators’, suggesting the percentage should not be more than 10 percent. In many of our rural service centres this threshold has been significantly exceeded, and has resulted in disproportionately large affordable housing needs. We list the Parishes affected in Technical Paper 2.

4.29.7 Planning permission is not needed to change a permanent residence into a second home. While second homes and holiday homes may bring benefits to the National Park, we have stated our desire to introduce controls over second home ownership where community viability is affected. However, in its response to the Matthew Taylor Review, the Government does not agree that it is appropriate or desirable to limit second home ownership or occupation. We have reluctantly accepted this position, although we will consider being a pilot, if and when the Government changes its stance. Second home ownership remains a critical issue for us because any further increases in the second home market will have serious implications for local community viability. We
will continue to ensure that homeowners adhere to local occupancy conditions on new housing approvals.

4.29.8 PPS3 requires us to maintain a minimum five year supply of deliverable housing land. This will be challenging due to the sensitive nature of our landscape, coupled with a high level of housing need in many areas. Facilitating the supply of development to meet the entire housing need is unlikely to be possible, due to environmental limits and the overriding importance of preserving the spectacular landscape, which must take precedence in decision making.

4.29.9 However, the Lake District Strategic Housing Land Availability Assessment (SHLAA) (2008) identifies a number of sites which have the potential to deliver housing in the National Park. The SHLAA recommends we consider a range of sources of supply and windfall contributions. Our Allocations of Land Development Plan Document will seek to identify further sites that are suitable for affordable housing which will not compromise any of the special qualities of the National Park. We anticipate that 900 new dwellings can be accommodated in the National Park over the plan period, without compromising its special qualities.

Figure 9: Trajectory and managed delivery target to 2025

4.29.10 Trend data shows we have maintained a high percentage of development on previously developed land (PDL) over the last five years. However, we are a sparse rural area with an increasingly limited supply of vacant and derelict sites and buildings which are considered suitable for redevelopment. Development brought forward as windfall sites is largely focused on the re-use of redundant farm buildings and a significant number of exception sites to meet affordable housing need, which are currently classified as Greenfield
sites. Until we have completed the Allocations of Land DPD, we are unable to include a trajectory showing the contribution from different land categories, both previously developed and Greenfield land. It will be increasingly challenging to maintain a proportion of development on previously developed land, because domestic curtilages are now classed as Greenfield, but we will seek to do this and we will monitor completion figures.

4.29.11 Until we have completed the Allocations of Land DPD, we are unable to include a trajectory showing the contribution from different land categories, both previously developed and greenfield land. It will be increasingly challenging to maintain a proportion of development on previously developed land, particularly because domestic curtilages are now classed as greenfield, but we will seek to do this and we will monitor completion figures.

<table>
<thead>
<tr>
<th>Monitoring year</th>
<th>PDL %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003 – 04</td>
<td>77</td>
</tr>
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<td>2004 – 05</td>
<td>72</td>
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<td>2005 – 06</td>
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<td>2006 – 07</td>
<td>76</td>
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<td>2007 – 08</td>
<td>64</td>
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<tr>
<td>2008 – 09</td>
<td>80</td>
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</tbody>
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4.29.12 PPS 3 encourages the use of an exception site policy for the provision of affordable housing only. We will consider sites throughout the National Park which provide for affordable housing on land where we would not normally permit development.

**Policy CS18: Housing provision**

Based on the level of identified housing need, balanced against environmental constraints and landscape capacity, we will make provision for 900 dwellings between 2010 and 2025.

We will permit new dwellings where they contribute towards meeting an identified local need or local affordable need with priority given to the delivery of affordable housing, and where they:

- help to redress the imbalances in the local housing market; and
- are secured in perpetuity for the purpose it was originally intended through the use of appropriate planning controls.

We will achieve this by:

- allocating sites for 100 per cent affordable housing with the exception of sites in the West Distinctive Area (Policy CS06) where an appropriate mix of local need and local affordable need housing is acceptable;
- using exception sites for affordable housing; and
maximising the potential from individual development opportunities.

Development proposals on windfall sites for four or more houses must reflect the local affordable need. In these cases a maximum of 3 houses for local need will be allowed.

Proposals for the provision of permanent and transit accommodation to meet the needs of gypsy and travelling communities and travelling show people will be supported where they meet an established need identified by the Gypsy and Traveller Accommodation Assessments. Planning permission for sites will be granted where it can be demonstrated that there are no negative impacts on the special qualities of the National Park.

4.30 Explanatory text

4.30.1 All housing in the National Park must meet the identified local and local affordable needs of the locality. We will not permit any open market housing. Housing development includes new build dwellings, subdivision of dwellings, conversion and/or change of use of buildings. Priority will be given to the delivery of local affordable housing, as evidenced by parish-wide housing need surveys. The identified housing need is currently 906 (April 2010). We will allocate sites for 100 per cent affordable housing in the rural service centres and where appropriate use exception sites which will also be used to provide 100 per cent local affordable needs housing.

4.30.2 Policy CS18 should be read alongside our Supplementary Planning Document ‘Housing Provision’. This explains what we mean by ‘local need’ and ‘local affordable need’, and provides details on the approach we will apply to facilitate the delivery of local affordable needs housing. It also establishes the thresholds we will apply when considering proposals for local need housing.

4.30.3 Evidence of the local need and the local affordable need in the area should inform the scale of housing provision and the type and tenure required on each site. Strategic Housing Market Area Assessments have been produced for the Housing Market Areas throughout Cumbria, which give a broad indication of housing need. We may require further local survey work to give a more accurate picture of actual need, especially on smaller sites and in villages. We will continue to use parish-wide housing need surveys to identify local affordable housing need. As well as identifying the actual number of new houses required these surveys also establish the housing type, size and tenure splits required. We will refer to these surveys when assessing planning applications to ensure the proposal reflects all the aspects of need identified. We will continue to refer to Community Plans. We will also work closely with the District Housing Authorities and Parish Councils to establish evidence of local housing need.

4.30.4 To ensure that we are using land effectively, we will allocate sites in Rural Service Centres. We will also consider allocating sites in Villages where the locality has an extremely high identified housing need. Many of our development opportunities are through conversions, or on small
sites and in rural settlements, making it difficult to apply a minimum density requirement consistently. When assessing housing density, we will give careful consideration to the character and appearance of the locality.

4.30.5 Windfall sites will also continue to assist with meeting housing need. On allocated sites all housing must be to meet local affordable need, but in the case of windfall sites, if 3 or less units are proposed these will be required to meet local need. Any further units will be required to contribute to meeting local affordable need.

4.30.6 In some parts of the National Park, a large percentage of existing housing is taken up by second home ownership or is used for holiday letting purposes. This has created an imbalance in the housing market and affects the vibrancy of those communities. New development should help to redress this imbalance. This may be difficult to achieve in some locations, but we will still make the best use of the development opportunities available to benefit local communities.

4.30.7 New development must serve the needs of the local community and not be lost in the future to the open market or for holiday letting purposes. We will use a range of planning controls, such as local occupancy conditions and legal agreements, to ensure the use of these houses is secured in perpetuity for local housing. We will explain the types of planning controls we will use in the accompanying Supplementary Planning Document.

4.30.8 Proposals for the reuse of buildings for holiday letting accommodation will be assessed under Policy CS22a in the Prosperous Economy section.

4.30.9 The Government is affording high priority to the provision of accommodation for gypsies and travellers, and national guidance requires Core Strategies to set out criteria for the location of gypsy and traveller sites which will be used to guide the allocation of sites.

4.30.10 In 2007 the North West Regional Assembly commissioned a Gypsy and Traveller Accommodation and Related Services Assessment which identified the need for a minimum of 75 new residential pitches in the Cumbria sub-region until 2016. The Cumbria sub-region jointly commissioned a Cumbria Gypsy and Traveller Accommodation Needs Assessment in 2008 which identifies a requirement within Cumbria for 58 extra residential pitches (2007-2012) and a further 14 residential pitches until 2016. Neither study identifies a need for residential pitches within the Lake District National Park. The Cumbria sub-regional assessment does however identify a requirement for 35 transit pitches across the study area. Discussions are taking place between the partner authorities on how this will be delivered.

4.30.11 National guidance recognises that within National Parks, as with any other form of development, planning permission for gypsy and traveller sites should only be granted where it can be demonstrated that the objectives of the designation will not be compromised by the development.
4.30.12 We will have regard to Circulars 01/2006 and 04/2007 when considering applications relating to the housing need of gypsies and travellers and travelling showpeople.

Policy CS19: Community, health and education facilities

4.31 Purpose
4.31.1 We aim to sustain and enhance local facilities and services. We want these to be close to the places that people live, so that people do not need to travel as far to access everyday services and facilities.

4.32 Context
4.32.1 Communities in the National Park need access to a range of community facilities and services like village halls, places of worship, garages, post offices, schools, training facilities, healthcare, pubs and shops. These often serve networks of small communities and are essential to enable communities to remain vibrant and sustainable.

4.32.2 Many of our communities face difficulties in providing and retaining services and community facilities. The impact of second homes in the National Park means that settlements often have dwindling resident populations. This threatens the viability of local schools, health care and other facilities. A lack of effective public transport makes it difficult for some people to reach services in neighbouring towns or villages.

4.32.3 We want to retain the basic services that enable rural communities to remain viable. Good cooperation between public, private, voluntary and community sectors will help to deliver the facilities and services that people need. In some parts of the National Park, mobile services help to ensure that communities have access to services and we will support innovative initiatives like this.

Policy CS19: Community, health and education facilities

We will support the provision of new community, education and health facilities and services in rural service centres and villages, where:

- there is evidence of a local community need; and
- they are in locations that are closely related to the area they will serve.

We will support locations and designs that enable multi-use of buildings or that demonstrate innovative ways of combining a range of services and facilities on one site.

We will support redevelopment and improvements to existing community, education and health facilities in all settlements where they provide a facility that supports the local community.
We will protect existing community, education and health facilities from loss or change of use, unless there is evidence to demonstrate that there is no longer a local community need for the facility, or that the facility is no longer suitable or viable for a local community use.

Where new development increases the use of existing community, health or education facilities, we may require a developer contribution to improve the existing facilities.

### 4.33 Explanatory text

4.33.1 Multi-use of community buildings enables communities to meet their needs while reducing over-development. We will work with communities to help provide new or redesigned community facilities, such as village halls, to offer a wide range of services and facilities.

4.33.2 We will use Parish Plans, Town Centre Health Checks, advice from other agencies and LDF consultation feedback to assess local community need for services and facilities.

4.33.3 Shops play an important role in supporting vibrant communities and they also play an important role in the local economy. We will assess proposals for retail developments under the Vibrant Settlement Centres policy (CS20).

### Policy CS20: Vibrant settlement centres

#### 4.34 Purpose

4.34.1 We aim to maintain the vitality and vibrancy of our settlements. We want to maintain retail development within the centre of those settlements with distinct central shopping areas, and elsewhere we want to enable retail development for local needs.

#### 4.35 Context

4.35.1 Retail development is important to meet the needs of local residents and visitors to the National Park. The centres of our settlements are places where people shop, visit, work, eat and drink, and enjoy leisure activities. The scale and nature of the retail offer differs significantly between settlements. Larger settlements like Ambleside provide a range of food outlets, goods and services, while smaller settlements may have a pub and a village shop.

4.35.2 PPS4 is clear that retail and related developments should be located in existing centres and within identified central shopping areas. In rural areas, market towns and villages should provide a range of facilities, shops and services at a scale appropriate to the needs and size of their catchment areas. Any new retail should not adversely impact on existing settlement centres. The town centre policies in PPS4 apply to several town centre uses:

- Retail development
- leisure, entertainment facilities, intensive sport and recreation uses
4.35.3 Because tourism developments in the National Park often link to attractions and the spectacular landscape outside of the centres of settlements, proposals for sustainable tourism development other than development resulting in retail and housing development will be considered under our tourism policy, CS24. We will consider sports and recreation proposals under policy CS21 for Open Space and Recreation, and intensive recreational uses should be on sites where they contribute to the vitality of our settlement centres.

4.35.4 Bowness, Windermere, Keswick, Ambleside, Grasmere, Hawkshead and Coniston are our largest retail centres, with a clearly identifiable retail core. The Lake District National Park Retail Study showed that the retail offer in some of these centres is skewed towards providing goods and services for visitors, with high proportions of gift shops, outdoor equipment stores and cafes. However, there is a good range of food and convenience shopping. There is a relatively high proportion of independent retailers, which is part of the character of our settlement centres. The study also revealed that there are few vacant units in the Central Shopping Areas, and we know that vacant units are generally filled relatively quickly. This situation differs from national trends in the current economic downturn.

4.35.5 The potential for further town centre floorspace development is rightly constrained in these centres, to protect the historic character of settlements, the landscape character and the special qualities of the National Park. The ongoing challenge is to ensure that these vibrant local settlement centres continue to develop to meet both the needs of local residents and visitors, making best use of all available floorspace.

4.35.6 In other rural service centres and villages, the viability of shops has been affected by high rates of second home ownership and an aging population. We need to ensure that retail provision in these settlements meets everyday shopping needs.

4.35.7 National policy precludes retail development in the open countryside. Consultation for the Lake District National Park Retail Study also suggests that such development does not support the vibrancy of our settlement centres, as it attracts visitors away from the settlements and the established retail offer.

<table>
<thead>
<tr>
<th>Policy CS20: Vibrant settlement centres</th>
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<tbody>
<tr>
<td><strong>We want to maintain and enhance the vitality and historic character of our rural service centres and villages.</strong></td>
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<tr>
<td>Where settlements have a distinct central shopping area the boundary has been defined on the Proposals Map. The settlements are:</td>
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<tr>
<td>• Ambleside</td>
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<td>• Bowness</td>
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In the Central Shopping Areas, we will support development proposals for retail and town centre uses* that maintain and enhance the vitality and the historic character of the centres.

In settlements with a Central Shopping Area, we will give preference to sites in the following order:

- within the Central Shopping Area;
- on the edge of the Central Shopping Area, where sites are well connected to the centre; and then
- sites outside the Central Shopping Area, where there is a choice of means of transport to the site and where sites are close to the centre.

We will support proposals for retail and town centre uses* that are on the edge of or outside Central Shopping Areas, where evidence demonstrates that there is a local community need for the development and where the proposal does not adversely impact on the vitality of the Central Shopping Area.

In other rural service centres and villages, we will support development proposals for retail and town centre uses*, where evidence demonstrates that there is a local community need for the development. Proposals should not have an adverse impact on the vitality of the Central Shopping Areas in neighbouring settlements. The location of retail development should be well related to any existing retail developments and other community services.

In cluster communities and open countryside, we will only permit retail development where:

- it has an essential requirement for a rural location, that cannot be accommodated elsewhere; and
- there is evidence of a local community need for retail development; and
- it does not introduce inappropriate levels of use to the location.

We will retain existing shops for retail use. We will resist loss or change of use of shops and services, unless evidence demonstrates that they are unsuitable or unviable for retail purposes and that there is no community need for the shops or service. In exceptional circumstances, we will allow change of use of shops where there are viable alternatives that are readily available and that meet the site selection criteria that we have described above.

* town centre uses are listed in 4.35.2
4.36  **Explanatory text**

4.36.1 For all retail proposals we will use the Lake District National Park Retail Study 2009 to inform our decisions.

4.36.2 Bowness, Windermere, Keswick, Ambleside, Grasmere, Hawkshead and Coniston support small but important shopping centres, providing convenience and comparison goods for local people and visitors. We recognise the retail function of these settlements, and we want to maintain the vitality of their centres by retaining retail development within a defined Central Shopping Area.

4.36.3 The retail offer in many of the Central Shopping Areas has limited availability of everyday goods and services, and we need to balance the service centre and tourism roles of these rural service centres. When assessing proposals for retail development, we will take the proportions of retail uses and categories into account. We do not foresee the need for any out-of-centre comparison floorspace which would outweigh the national policy presumption against such development.

4.36.4 Other rural service centres will continue to provide comparison and convenience shopping goods to meet local needs. They have capacity to accommodate some further retail development, and this should be of a scale and nature that maintains and enhances their current character.

4.36.5 Outside the rural service centres, the only types of retail development likely to be acceptable are village shops. Our villages provide shopping facilities for local needs, such as a village shop, pub, or garage. Pedestrian and cycle friendly local shopping at the right scale can reduce the need to travel to shop. We want to enable villages to continue to provide goods and services to meet the needs of the local community. Our approach is to protect existing facilities and support limited development of appropriate new ones.

4.36.6 We support farm shops where they are selling predominantly farm produce on the premises and where they meet a demand for local produce. Farm shops meeting these requirements do not usually require planning permission.

4.36.7 Any retail development in cluster communities or in the open countryside must not adversely affect the vitality of centres in nearby villages or rural service centres, or adversely impact on village shops that are available to the local community.

4.36.8 We will determine local community need for retail development by requiring developers to provide an assessment of the existing floorspace available, of qualitative and quantitative requirement for additional floorspace, and of the impact on other local shopping in the area. We will also use evidence in the Lake District National Park Retail Study and parish and community plans to assess local community need.
Policy CS21: Open space and recreation

4.37 Purpose
4.37.1 We will aim to meet the need for open space and recreation in our communities, and protect important provision.

4.38 Context
4.38.1 Open spaces are a valuable resource for residents and visitors across the National Park. They include a range of amenity and recreational areas, as listed in policy CS21. Open spaces are an essential component of green infrastructure, and often provide a visual or physical link between settlements and the surrounding landscape. They contribute to the environmental quality of settlements, and provide social, cultural, heritage, ecological, recreational, health, educational and amenity benefits. They are part of the character of each settlement, and National Park residents place a high value on open spaces within settlements.

4.38.2 There is a clear link between physical activity and health. Vibrant communities need good access to sport, recreation and play areas. We recognise that development pressure has led to the loss of open space and green areas in some of our settlements. In order to provide an accessible and sustainable network of open spaces, we want to protect existing sites from further development, particularly where there are deficiencies.

4.38.3 Planning Policy Guidance 17 tells us that we should not build on existing open space, sports or recreation areas, unless an assessment shows that a site is surplus to needs. We have adopted this approach and completed the Lake District National Park Open Space Study (2009) to assess current provision, community need, and to identify areas where there are deficiencies or surpluses in provision.

4.38.4 Our settlements are surrounded by large areas of open countryside - the largest component of green infrastructure in the National Park. Our Open Spaces Study indicates that our settlements generally have good open space provision. There are a small number of deficiencies in provision, as highlighted in the descriptions of the five distinctive areas. The rural nature of settlements offers ready access to the countryside, and our communities value all the benefits that the countryside offers. The Cumbria Rights of Way Improvement Plan (2007) shows how we will work to improve the range and quality of access to the countryside.

4.38.5 Residents tend to travel to larger towns outside the National Park boundaries to access larger areas of formal open space, such as parks, and sport provision. Residents living outside, but close to, the boundaries, often travel into the National Park to access informal or countryside provision and activities.
Policy CS21: Open space and recreation

We want to meet community needs for open spaces, sports and recreation facilities. Open spaces include:

- children’s play areas
- provision for teenagers
- playing pitches
- informal and equipped recreation areas
- parks and gardens
- amenity greenspace
- rights of way
- village greens
- civic spaces
- allotments

We will allocate open spaces in the Allocations Development Plan Document.

We will protect existing open spaces and recreation facilities. We will only allow development on sites in exceptional circumstances, where:

- there is no evidence of local community need for the open space or facility; or
- the loss of the open space or recreation facility is replaced by an equivalent site, or one of better quality and quantity, and in a suitable location that is at least as accessible to current and potential new users.

We will prevent loss of open spaces by allocating sites as Important Open Space in the Allocations Development Plan Document.

We will support the provision of new open space and recreation facilities in rural service centres and villages where evidence demonstrates that there is a local community need.

We will support improvements to existing open spaces or recreation facilities.

We will determine local community need for additional open space and recreation facilities based on the Lake District National Park Open Space Study and on the accessibility standards in that study. We will determine demand for open space provision from the Open Space Study or other sources of evidence, such as Parish Plans.

Where housing development creates additional demand for open space or children’s play areas or adversely affects existing provision, we will require new housing development to make appropriate provision.

4.39 Explanatory text

4.39.1 We will use the PPG17 typology to define open space and recreation sites. The Lake District National Park Open Space Study supports our
aim to protect open spaces within settlements. We will identify these in the Allocations Development Plan Document. Any development proposed on sites that are identified in the audit accompanying our Open Space Study or later allocated, will be assessed under this policy.

4.39.2 The Distinctive Area policies explain the key deficiencies in provision for each area, and this policy enables development that would address those deficiencies.

4.39.3 Where there is a proposed change of use from one type of open space to another, for example from amenity open space to an allotment, we will use our Open Space Study to inform decisions and projects as to whether this would create deficiencies in one type of open space. The Open Space Study will also inform us as to which type of open space is most appropriate for the settlement.

4.39.4 As the National Park Authority, we can allocate open space sites through our Allocations Development Plan Document, and we can protect open spaces and provide new ones. But we need to work with the relevant District Councils to ensure that they provide appropriate facilities and maintain open spaces.

Prospereous Economy

4.40 Introduction

4.40.1 Rural businesses play a vital role in our economy. Forty percent of all firms and 25 percent of employment occurs in the rural areas of the North West Region, (NWDA Regional Intelligence Unit). Per capita GVA in rural areas is lower than in urban areas and rural areas have more small businesses and older businesses. Full-time employment drops as sparsity increases and self employment increases. The impression of wealth in many rural areas conceals a more complex picture. Average incomes are artificially inflated by residents who commute to work in better paid jobs in urban areas and by wealthy residents who have retired to the countryside.

4.40.2 Rural areas need to generate adequate wealth to support local services and more sustainable communities. Our vision acknowledges that in order to achieve sustainable communities, we need to support a thriving local economy. Housing and economic growth can improve sustainability by encouraging people to live and work in the same locality. Access to a range of high quality and long term employment opportunities is a key factor in encouraging young people to stay in the National Park. The need to develop the rural economy is also recognised in both the Northwest Regional Economic Strategy (2006) and the Cumbria Economic Strategy (2009). The Cumbria Economic Strategy lists this as one of its key facilitators to creating jobs and wealth in Cumbria.

4.40.3 Business success will depend on a range of factors, and the overall approach of this Core Strategy will influence it. For example, we need to provide affordable housing if the workforce needed by the local economy is to have opportunities to live locally. Sustainable transport investment
and adequate access to broadband technologies will also be important measures to support the local economy.

4.40.4 The National Park economy is made up of various sectors, including industry, agriculture, tourism, energy production, retail, leisure, housing, minerals extraction, telecommunications and transport. We talk about many of these in other sections of this document. Economic development can also comprise other uses which are major employment generators or which attract other employers into the locality, such as hospitals and higher and further education establishments. You should therefore read this section alongside other relevant chapters.

4.40.5 The Core Strategy provides a framework for delivering regeneration for the National Park – including housing, rural services, environmental management and economic activity. The Core Policies contained in this section set out how we aim to sustain and regenerate the local economy, (specifically through the promotion of B1, B2, B8 uses and developments associated with agriculture), while protecting the National Park’s special qualities.

**Policy CS22: Employment**

**4.41 Purpose**

4.41.1 This policy seeks to sustain and diversify the economy in the National Park.

**4.42 Context**

4.42.1 The number of people in employment in the National Park is approximately 21,900 and this figure has grown by 0.8 percent per annum since 1998. This is below regional and national rates. The labour market is very tight, with an ageing population. The surrounding towns of Kendal, Penrith, Whitehaven, Cockermouth and Ulverston have much larger populations and economic bases. There is a clear two tier economy, with heavy dependence upon a low wage economy and in-commuting is greater than out-commuting.

4.42.2 The National Park has a high dependence on the ‘Distribution, hotels and restaurants’ sector for employment. Almost 50 percent or more of all economic activity in the National Park area is directly or indirectly linked to tourism. Agriculture remains a significant source of employment (8 percent), but a much less important source of income. Agriculture and tourism are important industries, but we need to diversify into other areas to balance the economy.

4.42.3 There is a high level of entrepreneurship and home working, creating the potential to grow high technology and high skill businesses. We will encourage additional growth in high value economic sectors such as information and communication technology (ICT), and financial services in order to increase the range of employment opportunities available and improve per capita incomes. Future growth is likely to come from the ‘Other services’ and ‘Banking, finance and insurance’ sectors. Technical
Report No. 3 provides further information on employment in the National Park.

Figure 10: Lake District National Park Employment by Broad Sector, 2005
Source: Annual Business Enquiry, NOMIS, 1998/05

4.42.4 The table below summarises the required provision and supply of employment land over the plan period. The required provision of 9.2 Ha is derived from the identified required provision within the Lake District National Park Employment Sites and Premises Study (2007) which identified a potential requirement of 8.6 Ha for the period January 2008 to December 2021; this equates to 9.2 Ha over the Core Strategy’s plan period.

Table showing required provision of employment land in the Lake District National Park, 2010-2025

<table>
<thead>
<tr>
<th>Required provision to 2025</th>
<th>Minimum rolling 5 year supply</th>
<th>Annualised target completions</th>
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<tbody>
<tr>
<td>9.2 Ha</td>
<td>3.1 Ha</td>
<td>0.62 Ha</td>
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4.42.5 We intend to maintain a continuous 5 year supply of readily available employment land. The Allocations of Land DPD will play a key role in identifying and allocating sites in order to maintain this rolling supply of 3.1 Ha over the plan period, by allocating sites in and well related to rural service centres, having regard to the relative proportions of development envisaged in the Distinctive Areas. We will also protect existing employment sites from other uses, to facilitate future economic growth.

4.42.6 The intention is to facilitate employment provision through development of small scale local employment sites across the National Park in order to promote equitable access to employment opportunities. It would not be appropriate to meet the required provision through the development of a small number of large sites, as these would benefit a restricted number of communities, it would be difficult to assimilate large sites into the spectacular landscape, and it would be contrary to the aim of reducing the need to travel. We will work closely with the economic development
sections of Allerdale, Copeland, Eden and South Lakeland Districts to identify suitable sites.

4.42.7 Throughout the National Park high quality accommodation for smaller businesses within growth sectors, such as knowledge based industries, is recommended as a priority, together with the reuse of farm buildings and work/live units.

**Policy CS22: Employment**

We will support business and employment opportunities (B1, B2 or B8 uses) that will diversify and strengthen the economy of the Lake District National Park.

The required provision of employment land in the Lake District National Park to 2025 is 9.2 hectares. We will also maintain a minimum rolling five year supply of employment land:

<table>
<thead>
<tr>
<th>Required provision to 2025</th>
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We will allocate new employment sites, where demand cannot be met on existing or permitted sites, within or well related to our rural service centres. In addition, within or well related to our rural service centres and villages, we will support the following developments:

- redevelopment/expansion of existing businesses
- reuse, redevelopment or extension of existing buildings for employment uses
- new, small scale, employment developments
- work/live units
- home based proposals

Elsewhere we recognise that some small scale development to meet local community needs may be acceptable and we will support small scale employment opportunities for:

- home based proposals
- small scale expansion of existing businesses and business sites
- reuse, redevelopment or extension of existing buildings
- farm diversification schemes

We will only consider proposals for new B8 uses on those specific allocated employment sites identified.

We will retain existing employment land and buildings (B1,B2 and B8), including allocated sites, for employment uses unless it can be demonstrated that they are unsuitable for employment purposes or, exceptionally, viable alternatives are readily available in the locality.
4.43 Explanatory text
4.43.1 Employment development should generally take place within, or well related to, rural service centres or villages. We will also support some additional small scale developments (listed in the policy) elsewhere in the National Park, where they are suitably located and designed and where they are necessary to facilitate the economic and social well-being of the National Park and its communities. Development should be consistent with a rural location.

4.43.2 Work/live units provide the opportunity to provide homes and employment space on the same site. However, the work element must be the driving force behind the scheme and must continue to be maintained. We will enforce this through Section 106 agreements. We will use Policy CS18 to assess the residential aspect of work/live units.

4.43.3 Within the National Park, there are traditional and non-traditional buildings which are no longer required for their original purpose and which may be suitable for re-use for employment purposes. However, outside our rural service centres and villages, retaining and reusing such buildings could have an adverse impact on the landscape and its character. We will only support such proposals where they would positively contribute to the surrounding landscape character. The preferred use for such buildings will be either B1 or B2, unless the proposed B8 use is ancillary to an existing business.

4.43.4 Elsewhere, we will only support new proposals for B8 employment uses on certain allocated employment sites. We will identify these in the Site Allocations DPD. We will support proposals for expanding of existing B8 businesses, where the cumulative activity levels do not adversely affect residential amenity or highway safety.

4.43.5 Given the finite supply of employment land within the National Park, there is a particular need to protect existing business sites and buildings, including allocated sites, from being redeveloped for alternative uses. We will de-allocate any existing sites unsuitable for future employment use in our Allocations of Land DPD.

Policy CS22a: Reuse of buildings for holiday letting accommodation

We will only consider the reuse of an existing building to provide holiday letting accommodation where it would:

- not utilise a site that is suitable for meeting a local need or local affordable need; and
- use a building which is not viable or suitable for reuse for employment uses under the provisions of Policy CS22.

Explanatory text

4.43.6 We will not allow the reuse of buildings for holiday letting accommodation in rural service centres, villages or cluster communities, in order to ensure...
that no opportunities to meet the local and local affordable housing needs are lost.

4.43.7 PPS4 states that it is preferable to re-use buildings in the countryside for economic purposes, and this policy serves to support that aim. If the location and type of building does not lend itself to an employment use or residential use to meet a local need or local affordable need then conversion to holiday accommodation may be appropriate.

4.43.8 Holiday letting accommodation does not include the use of such a building as a second home. Appropriate restrictions will be placed on approvals for holiday letting units, to ensure that they contribute to the local economy by providing a regular income which would not occur if used as a second home.

4.43.9 Whilst an open countryside location will be acceptable, any proposals determined under this policy must have regard to the requirements of other policies, in particular Policies CS10 and CS11.

Policy CS23: Farm diversification

4.44 Purpose
4.44.1 This policy seeks to ensure that farming remains a viable sector in our economy and can be supported by diversification activities which maintain the core farm business.

4.45 Context
4.45.1 The development of the National Park landscape owes a great deal to agriculture involving primarily, small farms. Farming and land management have created many of the Lake District's special qualities: distinctive high quality produce; the character of the cultural landscape and its biodiversity; and farm woodlands.

4.45.2 In 2008, there were over 1200 active farms in the National Park. In Cumbria, agriculture (including forestry and fishing) directly employs around 13,000 people. Its indirect contribution to other sectors is higher, such as agricultural engineering, construction, transport, and food processing. However, economic factors related to national and international circumstances and young rural people's changing aspirations are putting the system under increasing strain. Between 1995-2004, the GVA for Cumbria generated by agriculture, hunting and forestry fell by £24 million. 24.1 percent of VAT registered businesses in Cumbria are in agriculture and fishing (4,275 businesses). Agriculture has lost 430 businesses since 1994.

4.45.3 Self employed incomes in agriculture are very low. Using data for the Inland Revenue, the median self employed income in Cumbria for 2004-2005 was £7,820 compared to £10,300 in the UK. Agriculture's vulnerability to changing market pressures and changing subsidy regimes means farm incomes are likely to remain depressed for the foreseeable future. The low wages are reflected by an ageing workforce and a lack of young people entering the industry. Other reasons why young people do not become farmers include difficulties in finding jobs in farming, and a lack of affordable housing.
Policy CS23: Farm diversification

We want to support and promote sustainable farming activity as an important sector of the National Park’s economy.

Farm diversification proposals will be supported where they demonstrate sustainable practices and outcomes, and where they:

- sustain or maintain the core farm business;
- do not compromise the working of the farm;
- are located within or near to the existing farm complex; and

Where the proposal involves the use of buildings:

- they reuse or extend existing buildings.

4.46 Explanatory text

4.46.1 Sustainable farming (that is, farming in line with current Natural England and Environment Agency guidance and policy) has a key role to play now and in the future in shaping the cultural landscape we treasure. It will deliver environmental goods and services that we all need, such as spectacular landscapes; wildlife and cultural heritage; protection of air, water and soils; adaptation to and mitigation of climate change; reliable, high quality water resources; and flood protection. Further decline of the agricultural sector could have significant impacts on the culture of the Lake District, our ability to manage sustainably the National Park’s special qualities, and our contribution to reducing climate change. The special qualities are a key tourism asset that underpins the tourism economy. It is therefore essential that we support and promote sustainable farming activity in the National Park.

4.46.2 With increasing pressure on agricultural incomes, farm diversification and environmental management schemes can provide the resources needed to sustain farm enterprises. For this reason, farmers are diversifying their businesses to supplement their income. Farm diversification is now an important element in making farms more profitable. The main aim of diversification proposals should be to supplement the core farm business and not to replace it. We will not support the piecemeal stripping of assets from farms without regard for the overall viability of farm holdings.

Visitor Experience

4.47 Introduction

4.47.1 Tourism’s role in the environment and National Park economy cannot be overestimated. There are over 8 million visitors to the National Park each year (source STEAM 2008), spending over 15 million visitor days here. The visitor economy results in direct spending on accommodation, catering and visitor facilities. In 2008, tourism included indirect expenditure of £167m on local business supporting and serving tourism businesses. In 2008, the total value of expenditure was £677m.
4.47.2 Along with the opportunities that an industry of this size and significance brings, it also raises challenges for the environment and for local communities. The numbers of visitors can put pressure on some locations in terms of their tranquillity, and by physical erosion. Pressure for development to serve visitor demands can compete with the needs of local communities for the scarce land resource of the National Park. Visitor traffic can result in congestion on certain routes, and car parking difficulties can affect both the environment and visitors’ experience.

4.47.3 Recent studies suggest that the image of the National Park’s visitor offer is looking tired. The Lake District Economic Futures report indicates that tourism needs to ‘up its game’ in terms of product quality and new attractions, in order to retain and attract UK customers and give the area a stronger international profile. The study identifies the need for one or more nationally significant visitor attractions, possibly on a large scale. The Regional Economic Strategy (RES) Transformational Action 114 is to implement the Lake District Economic Futures Policy, while Action 119 is to support tourism by investing in quality public realm, green space and environmental quality.

4.47.4 Future tourism development must address these challenges, while becoming more sustainable in terms of the environment, economy and its relationship to the local community and landscape.

4.47.5 The Tourism Strategy for Cumbria 2008-2018 is based on quality and sustainability. It recognises the landscape as the key asset that attracts visitors to the area. Future developments must not detract from the spectacular landscape. The priority areas for developing the visitor experience are outdoor adventure; heritage and culture; food and drink; and events. It is also vital that we get the basics right, in terms of availability and quality of accommodation, the public realm, customer service and transport.

Policy CS24: Delivering sustainable tourism

4.48 Purpose
4.48.1 We aim to support sustainable tourism activity in the National Park to deliver a high quality, world class experience for all our visitors.

4.49 Context
4.49.1 The Good Practice Guide on Planning for Tourism supports the principles of sustainable development for tourism. The Department of Culture Media and Sport has published a document: ‘Sustainable Tourism in England: A framework for action’. The English National Park Authorities Association (ENPAA) has adopted a Position Statement on Sustainable Tourism that includes the following definition:

‘any form of development, management or tourist activity which ensures the long-term protection and preservation of natural, cultural and social resources and contributes in a positive and equitable manner to the economic development and well-being of individuals living, working or staying in protected areas.’
4.49.2 Any future tourism development must balance visitor demands with the protection of the landscape that it ultimately trades upon, and must benefit the communities that host it. In particular, while the majority of visitors to the National Park will arrive by private vehicles for the foreseeable future, we must increase opportunities for people to use practical and enjoyable ways to travel around the National Park while they are here. A key element of this is to focus new development in locations that already have well established sustainable transport options. We have identified these locations as the thirteen rural service centres plus the villages of Ravenglass and Pooley Bridge. We will only permit significant new tourism development in other locations where it improves the transport infrastructure.

4.49.3 In order to achieve a world class experience for visitors to the National Park, we need to improve the quality of provision across all types and prices of accommodation and facilities. The National Park must, however, remain accessible and relevant to all in society. It is not only the high star rated hotels that must aspire to offer experiences that compete with the best internationally. Other accommodation and facilities, including guesthouses and camping and caravan sites, will also offer high quality experiences within their own markets.

4.49.4 The National Park has a distinct seasonal visitor pattern. In recent years however, tourism trends have shown a lengthening tourism season, as visitors are increasingly taking short breaks throughout the year. We recognise the benefits that this trend has for employment and the support of local businesses all year round. We also recognise the effect of excessive use of sensitive areas of the National Park, and the value that some of the local community place upon a quieter period. Our policy therefore balances the benefits with the adverse effects of year round tourism. We will apply it wherever a proposal has a seasonal implication.

4.49.5 Development aimed at a tourist market can cross over into other topics in the Core Strategy. We will therefore assess development resulting in retail and holiday letting under policies CS20 (Vibrant settlement centres) and CS22a (Reuse of buildings for holiday letting accommodation) respectively.

Policy CS24: Delivering sustainable tourism

We want proposals for tourism development to deliver a high quality, sustainable tourism experience for the diverse range of visitors to the National Park. New development will be focussed in rural service centres.

New development in locations other than rural service centres will only be permitted where:

- it contributes to the diversification of a farm business; or
- it relies upon a specific geographically fixed resource which justifies the development; or
- it is within or relates well to the villages of Pooley Bridge or Ravenglass, which enable a choice of modes of transport, including sustainable options.
New development and the re-development, extension and improvement of existing tourism accommodation, facilities and attractions to raise the quality of provision will deliver sustainable tourism by:

- enabling the economic and physical regeneration of an area, or diversifying the economic base of an area; and
- not introducing inappropriate activities, or levels of use, or otherwise being of a nature and scale detrimental to the character and quality of the environment; and
- ensuring that, where appropriate, the development is commensurate with the level of suitable housing or dedicated accommodation for staff which is available locally and accessible to the development by sustainable forms of transport; and
- not resulting in a loss to the range of tourism accommodation available in the area.

If development will attract significant numbers of people, the proposal must incorporate improvements to its accessibility by sustainable forms of transport.

We will support proposals for year round sustainable tourism development where they will not materially affect:

- the character and appearance of the locality by reason of visual intrusion, or physical erosion, including to the local rights of way network and biodiversity; and
- the character and amenity of the locality by reason of increased traffic generation, noise or other forms of disturbance.

4.50 Explanatory text
4.50.1 In order to cater for the different needs of the diverse visitors to the National Park it is important that we retain a range of accommodation. Where an application would result in a change of visitor accommodation from one form to another, we will take into account the different types of accommodation available in the area and seek to retain a range of accommodation types.

4.50.2 This policy aims to locate new tourism development in places which offer a choice of transport modes, including sustainable options, to visitors and staff. There will be circumstances where a particular place has a specific characteristic that means that certain development can only reasonably take place at that location, and still further the interests of sustainable tourism; development should contribute to the conservation or interpretation of the geographically fixed resource. In such cases, development may be justified where it secures the conservation or interpretation of a cultural resource or a particular aspect of the natural environment which could not otherwise be achieved. Where such development would generate significant numbers of visitors, the proposal must include improvements to sustainable transport as an integral part of the development. The thresholds for Transport Statements set out in the Department of Transport Document Guidance on Transport
Assessments will be used to determine when a development will attract ‘significant numbers of people’.

**Spectacular Landscape**

4.51 **Introduction**
4.51.1 The vision for the National Park refers to ‘a landscape which provides an irreplaceable source of inspiration, whose benefits to people and wildlife are valued and improved. A landscape whose natural and cultural resources are assets to be managed and used wisely for future generations.’

4.51.2 The area’s exceptional landscape, shaped by natural processes and human activities, was the principal reason for National Park designation in 1951. The importance of the cultural landscape has led to its inclusion on the UK tentative list of World Heritage Site nominations.

4.51.3 Environmental quality contributes to quality of life – for both residents and visitors – and to economic prosperity. The National Park is an area where tourism is the dominant industry, visitor spend over £600 million a year, and surveys consistently show that the majority of people visit because of the scenery, and peace and tranquillity to be found here.

4.51.4 There are, quite literally, thousands of archaeological sites, hundreds of listed buildings, and an extensive range of wildlife habitats and species of international and national importance. Together with distinctive land use patterns and local customs, these are just some of the elements that make it such a unique environment.

4.51.5 Development, including incremental development, can have an adverse impact on these assets, particularly as many sites and features are not protected.

4.51.6 The policies set out our intention to protect, conserve and, where possible, enhance the environment, its wildlife, culture and heritage.

**Policy CS25: Protecting the spectacular landscape**

4.52 **Purpose**
4.52.1 This policy explains our intention to protect the unique and diverse character of the National Park landscape, by reference to key sources of information, particularly the Landscape Character Assessment (LCA).

4.53 **Context**
4.53.1 The National Park’s exceptional landscape was the principal reason for its designation. A complex geology formed from millions of years of lifting, folding and volcanic activity forms the basis of the dramatic landform we see today. This has been subsequently shaped by repeated glaciations and, more recently, by human activity.
4.53.2 From the first forest clearings in Neolithic times there is much evidence
of past industry, such as mining, quarrying and forestry, based on
natural resources.

4.53.3 Rapid agricultural expansion in the late 17th and 18th centuries - ‘the
great rebuilding’ period - was when the characteristic Lake District
farmhouses with ‘inbye’ fields of improved pasture in the valley bottoms,
‘intakes’ of semi-improved land on the fell sides, and rough grazing
above the fell wall were created. Building materials were won locally
from quarries and woodlands, and created a strong sense of identity and
sense of place still very much intact today.

4.53.4 In the 18th and 19th centuries the development of the Romantic and
Picturesque movements evolved into the early tourism industry. This
attracted an inward migration of wealthy entrepreneurs. The large
houses and villas, designed landscapes and parks and gardens that
characterise some parts of the National Park, date to this period.
Figure 11: Section 3 Conservation Map

Key

- Lake District National Park boundary
- Main Lakes

Components of the Section 3 Map

- Woodland (predominantly Broadleaved >2ha)
- Coastal Features
- Mountain, Moor and Heath

Upland heath, including mosaics of heather and other vegetation (Landscape Change in the National Parks, Countryside Commission CCP 359 1991)
4.53.5 The landscape continues to evolve with climate change, agriculture, forestry and other land management practices, as well as development, affecting its quality and character. In the National Park, changes have varied in scale and impact, from reservoirs and road schemes to single structures such as wind turbines.

4.53.6 All this landscape change has brought its challenges: poor design, for example, can introduce a suburban element inappropriate in a rural setting; small changes in sensitive locations, such as installation of telecommunications masts, can easily spoil the scene; inappropriate or excessive lighting, and the cumulative impact of lighting, can deny us views of the night sky.

Policy CS25: Protecting the spectacular landscape

We will protect the Lake District National Park's spectacular and inspirational landscape by promoting a character-based approach to conserve and enhance its uniqueness and diversity.

The management of development and land use change will be guided by the Lake District Landscape Character Assessment recognising the distinctive characteristics identified in the Landscape Character Types and Areas of Distinctive Character.

The type, design and scale of development, and the level of activity, should maintain and, where possible, enhance local distinctiveness, sense of place and tranquillity. In assessing development proposals the highest level of protection will be given to the landscape.

We will use opportunities to reduce existing landscape detractors.

Development should have regard to the areas of mountain, moor, heath, woodland and coast identified on the Section 3 Conservation Map.

4.54 Explanatory Text

4.54.1 The Council of Europe promotes landscape protection, management and planning, and European co-operation on landscape issues through the European Landscape Convention. It encourages local authorities to use LCA to inform policy making. And the Government requires National Park Authorities to produce a ‘Section 3 Conservation Map’ showing areas of mountain, moor and heath, woodland and coastal features the natural beauty of which, in their view, is particularly important to conserve. Landscape guidance is also available at national and regional level, through Natural England’s National Character Areas Map and emerging North West Landscape Character Framework.

4.54.2 We have carried out a LCA that maps and describes the different landscape character types, and areas of distinctive character within the National Park. The LCA identifies thirteen landscape character types, from coastal margins to craggy high fell. The character types are based on definitive attributes such as ecological and historic character, visible
spatial components such as scale, pattern, and texture, and non-visible components such as the sense of wildness, and cultural associations. The LCA also identifies 71 Areas of Distinctive Character, such as the Lyth Valley, Grizedale Forest and Lorton Vale. They are unique landscapes, and places with distinctive aesthetic and experiential characteristics and a defined local distinctiveness.

4.54.3 Tranquillity is a key part of landscape character: an emotional or spiritual quality difficult to assess by standard methods, even though surveys consistently show that many people appreciate the relative solitude and peaceful character found throughout the National Park.

4.54.4 The LCA defines tranquillity as ‘freedom from the noise and visual intrusion, including light pollution, associated with developed areas, roads, transport and traffic, and areas with intensive recreational activities and other uses that contribute to disturbance’. Research suggests that, since the 1960s, new and incremental development has significantly reduced tranquil areas throughout the UK, with increasing light and noise pollution.

4.54.5 The definition of tranquility refers to low flying aircraft. The National Park is in one of thirteen ‘Low Flying Areas’ in the UK and within one of four helicopter training areas. The MOD and Association of National Park Authorities signed a Declaration of Intent in 2005 to ‘keep disturbances to a minimum, particularly at weekends and public holidays, subject to flight safety and operational training requirements.’

4.54.6 Government advises us to place particular emphasis on identifying the qualities associated with ‘wide open spaces and the wildness and tranquillity which are to be found within them’. The LCA takes account of the National Park’s ‘quieter areas’, and sensitivities of the ‘Areas of Distinctive Character’ that will undermine the sense of remoteness, tranquillity and relative isolation.
Figure 12: Landscape Character Types and Areas of Distinctive Character

Key
- Lake District National Park boundary
- Areas of Distinctive Character
  No. 1 – 71 (See list for corresponding area names)

Landscape Character Types
- Estuary and Marsh
- Coastal Margins
- Coastal Limestone
- Lowland
- Coastal Sandstone
- Rugged/Craggy Volcanic High Fell
- Rugged/Angular Slate High Fell
- Upland Valley
- Upland Limestone Farmland
- High Fell Fringe
- Low Fell
- Low Fell Fringe
- Lowland Valley

Source: Lake District National Park Landscape Character Assessment and Guidelines 2008 Chris Blandford Associates
Areas of Distinctive Character (Key for Landscape Character Types and Areas of Distinctive Character Map)

Area 1 - Blincrake
Area 2 - Bassenthwaite and Uldale
Area 3 - Skiddaw & Blencathra
Area 4 - Mungristdale and Caldbeck
Area 5 - Derwent Valley
Area 6 - Setmurthy Common and Embleton
Area 7 - Bassenthwaite Lake
Area 8 - Loweswater
Area 9 - Lorton Vale
Area 10 - Broom, Ling and Kirk Fells
Area 11 - Bassenthwaite and Derwent Alluvial Plain
Area 12 - Glenderamackin Valley
Area 13 - Buttermere and Crummock Water
Area 14 - Grizedale Pike and Whinlatter
Area 15 - Newlands
Area 16 - Keswick and Derwent Water
Area 17 - St. John’s in the Vale and Naddle
Area 18 - Threlkeld and Matterdale Commons
Area 19 - Great Mell and Little Mell Valleys
Area 20 - Eamont Valley
Area 21 - Ennerdale
Area 22 - Borrowdale
Area 23 - Thirlmere
Area 24 - Helvellyn Range
Area 25 - Ullswater
Area 26 - Bampton Common
Area 27 - Lowther Valley
Area 28 - Kinniside Common
Area 29 - Wastwater and Wasdale
Area 30 - Scafell Massif
Area 31 - Grasmere and Rydal
Area 32 - Brother’s Water and Hartsop
Area 33 - Martindale
Area 34 - Haweswater
Area 35 - Shap and Birkbeck Fells
Area 36 - Calder Valley
Area 37 - Bleng and Irt Valleys
Area 38 - Great and Little Langdale
Area 39 - Upper Windermere
Area 40 - Troutbeck Valley
Area 41 - Kentmere Fells
Area 42 - Kentmere Valley
Area 43 - Longsleddale Valley
Area 44 - Eskdale
Area 45 - Ulpha and Corney Fell
Area 46 - Upper Dunnerdale
Area 47 - Low Furness Fells
Area 48 - Claife Heights and Latterbarrow
Area 49 - Lower Windermere
Area 50 - Crook
Area 51 - Cunswick and Scout Scar
Area 52 - Ravenglass and Bootle
Area 53 - Lower Dunnerdale
Policy CS26: Geodiversity and biodiversity

4.55  **Purpose**

4.55.1 We want to lead by example, with policies that conserve and enhance biodiversity and geodiversity both within and outside designated areas. We recognise that these assets are essential landscape components, contributing to local distinctiveness.

4.56  **Context**

4.56.1 Some of the National Park’s special qualities reflect the importance of its diverse flora, fauna and landforms: a complex geology; unique mosaic of lakes, tarns and rivers; and wealth of habitats and wildlife.

4.56.2 The National Park has an impressive extent of international, national, and locally designated areas - from Ramsars, Special Protection Areas and Special Areas of Conservation to local wildlife sites and regionally important geological/geomorphological sites. It includes, for example, over 36,000 hectares of European designated sites, approximately 41,000 hectares of Sites of Special Scientific Interest and over 14,000 hectares of local wildlife sites. There is a significant proportion of ancient semi-natural woodland compared to elsewhere in the UK. Woodland pasture and ancient trees, including pollarded trees in fields, are particularly important local landscape features.

4.56.3 The National Park is also an important refuge for a number of species that are declining in the rest of the UK and in Europe. There are 16 European protected species, and of the priority species and habitats listed in the UK Biodiversity Action Plan, 173 species and 35 habitats are found here.

4.56.4 There are important habitats and species across the whole of the National Park, not just within the 25 percent that has a conservation designation. And networks of healthy habitats, or green infrastructure, not only allow species to move more easily but also make the landscape
more adaptable to change. This will become increasingly important with climate change. Well managed peat bogs, for example, are valuable for biodiversity and absorbing and storing carbon.

4.56.5 The European Habitats Forum, a coalition of conservation networks across the European Union, has recently asked Heads of Government to commit to a new 2020 target that aims for the recovery of characteristic species and habitats and well-functioning ecosystems, and achieves synergies between sustaining biodiversity and mitigating and adapting to climate change.

4.56.6 Habitats provide many of the goods and services essential for social and economic well-being: clean air and water, high quality foods, and products from woods and trees. These ecosystem services are an important reason to protect and enhance species, habitats and habitat networks. Many businesses, especially the tourism industry, rely on a high quality environment, and the richness of the natural resource attracts investment into the area.

4.56.7 The way we use, manage and develop land can have a significant impact on wildlife diversity. The number and extent of designated sites should not make us complacent. There has been considerable decline across the UK of some habitats and species since the 1940s. Not all Sites of Special Scientific Interest in the National Park are in favourable condition, and some areas are badly degraded.
Figure 13: National and International Wildlife Sites

Key

- Lake District National Park boundary
- Special Areas of Conservation (SAC)
- Special Protection Areas (SPA)
- Sites of Special Scientific Interest (SSSI)
- National Nature Reserve
- Limestone Pavement Order
- Lakes Sites of Special Scientific Interest (SSSI)
- RAMSAR site
Figure 13a: County Wildlife Sites and Regionally Important Geological Sites

Key
- Lake District National Park boundary
- Regionally Important Geological Sites
- County Wildlife Sites
Policy CS26: Geodiversity and biodiversity

We will protect the important geodiversity of the Lake District National Park, and encourage a significant enhancement of its biodiversity resource. This includes its wealth of habitats and species, unique water environments, and trees and woodlands.

We will seek opportunities to:

- expand, and strengthen the integrity, resilience and network of habitats;
- enhance priority habitats and species;
- re-establish appropriate native species; and
- promote and restore natural processes.

We will not permit development detrimental to the geodiversity or biodiversity of areas and features including Regionally Important Geological / Geomorphological Sites, County Wildlife Sites, and priority or principal habitats and species, unless the need for development outweighs the harm caused.

Where we permit development, we will require mitigation to minimise the loss of geodiversity or biodiversity interests. We will secure compensation measures to create, restore or enhance habitats on site or, if appropriate, elsewhere.

4.57 Explanatory Text

4.57.1 Biodiversity and geodiversity legislation and guidance is complex. Conservation and enhancement of natural beauty, wildlife and cultural heritage is a National Park purpose. The Countryside and Rights of Way (CROW) Act 2000 introduces provisions to enhance biodiversity, and identifies habitats and species of principal importance. These translate into the priority habitats and species covered by the UK Biodiversity Action Plan. The Natural Environment and Rural Communities Act 2006 strengthens the approach to biodiversity enhancement. The Habitats Directive highlights the need for effective management of linear or continuous features essential for migration, dispersal and genetic exchange. Such features, like traditional field boundaries, extend across designated and non-designated areas.

4.57.2 There is a clear hierarchy of areas and features of nature conservation importance.

4.57.3 Government guidance in Planning Policy Statement 9 (PPS9) says that ‘the most important sites for biodiversity are those identified through international conventions and European Directives’. This includes the Habitats Directive and associated regulations. Many Sites of Special Scientific Interest (SSSIs) are also designated as sites of international importance and will be protected accordingly. Where a plan or project is likely to have a significant effect on a European site, an appropriate assessment is required. European Protected Species are also subject
to special protection, and PPS9 sets out the strict provisions that apply.

4.57.4 Government guidance makes clear that Sites of Special Scientific Interest or features of SSSIs not covered by international designation should also be given a high degree of protection under the planning system. Where a proposed development on land within or outside a SSSI is likely to have an adverse effect on a SSSI, planning permission should not normally be granted. Where an adverse effect is likely, an exception should only be made where the benefits of the development clearly outweigh both the impacts that it is likely to have on the features of the site that made it of special scientific interest, and any broader impacts on the national network of SSSIs.

4.57.5 The importance of regional and local sites is also emphasised in PPS9 which says that these sites have a fundamental role to play in meeting overall national biodiversity targets; contributing to the quality of life and the well-being of the community; and in supporting research and education.

4.57.6 The Government is also clear that development decisions that improve biodiversity can benefit communities, for example creating employment opportunities through new projects, enabling cost-effective naturally-functioning utilities such as flood relief and drainage schemes, and improving the local economy and environment.

4.57.7 There are numerous opportunities, even in the smallest development, to enhance biodiversity. For example, through wildlife-friendly landscaping, installation of sustainable drainage schemes, and nesting and roosting spaces for bats and birds. We can advise developers on the need for surveys and mitigation plans.

4.57.8 In accordance with national guidance and National Park purposes, there is a need to protect, maintain and enhance distinctive features and environments that contribute to the character of place. We will seek to reduce habitat fragmentation and species isolation, and we will encourage the conservation and expansion of the ‘ecological fabric of the National Park’.

4.57.9 The UK Biodiversity Action Plan (BAP) sets national species population objectives and targets, and includes action plans for both protected and unprotected sites and species. It is implemented locally through the regional and Cumbria BAP. The richness of the National Park resource and continued enhancement help us to meet national, regional and local targets.

4.57.10 We are currently working with partners, through the Cumbria Biological Data Network, to develop a Cumbria Biodiversity Evidence Base. This evidence and other data sources, for example those held on our Geographical Information Systems, will inform planning and management decisions.
Policy CS27: The acclaimed historic environment

4.58 Purpose
4.58.1 This policy explains how we will protect the wide range of areas, sites, and features that make up the acclaimed historic environment of the National Park.

4.59 Context
4.59.1 The National Park has a rich archaeological heritage from prehistory to the recent past. Significant remains include Neolithic stone circles and axe factories, Bronze Age settlements and burial cairns, Roman forts and roads, medieval abbeys and post medieval industrial sites.

4.59.2 The historic character of villages and towns is often rooted in medieval settlement patterns. The large villas of wealthy merchants and industrialists, dating from the eighteenth century to the early 1900s, add to this rich built heritage. Industrial development and the rise of the tourism industry from the nineteenth century have left their mark. The importance of the lakes, from the tradition of charr fishing to the historic vessels on Windermere, Coniston and Ullswater, is also special to this area.

4.59.3 Farmhouses and barns reflect the varied geology and the functional requirements of past and present farming practices. Local features, such as pinfolds, lime-kilns, wells and bridges, relate to farming practices, former industries, old travel routes and traditional pastimes. These add to the historic and cultural character of the area.

4.59.4 The National Park’s character is inseparable from the personalities and traditions of its people. From those who have worked the land, to the artists, authors and environmentalists who have campaigned for landscape protection. Cultural associations with the Lake District landscape, from the Picturesque and Romantic movements to the foundation of the National Trust, are universally significant. They underpin the county-wide partnership’s proposal for World Heritage Site inscription.

4.59.5 The Lake District Historic Environment Record holds over 14,000 records of archaeological sites and features. Many sites and buildings are nationally significant, with around 2,000 Listed Buildings, 275 Scheduled Ancient Monuments and 9 Registered Historic Parks and Gardens. There are 21 designated Conservation Areas that protect the character of historic settlements.

4.59.6 This rich historical resource is very vulnerable. Archaeological remains, for example, are finite and easily damaged or destroyed. Many features are visible but others are hidden under peat or pasture. Sites both above and below ground, such as peat or lake sediments that can tell us a lot about past environments, are susceptible to loss or damage.

4.59.7 Historic buildings are an integral element of landscape character. Small scale changes over time, especially the standardisation of building
materials, and different methods of construction and external finishes, can erode the special character and appearance of places. Local knowledge and survival of local skills, crafts, traditions and building techniques is, therefore, crucial for conservation of the historic environment.

4.59.8 The setting of historic features such as listed buildings can be crucial in maintaining historic integrity. Proposals can compromise the harmony produced by a particular grouping of buildings or adversely affect the quality of the spaces between them. Whilst there may be potential for some regeneration and small scale growth in historic settlements, we must take into account any likely adverse impacts.

**Policy CS27: The acclaimed historic environment**

We will protect the internationally acclaimed historic environment of the Lake District National Park.

Development proposals will seek to conserve and enhance the character, integrity and setting of the historic environment including:

- historic assets on the statutory list of buildings of special architectural or historic interest, or on the schedule of ancient monuments; or
- non-statutory sites including historic parks and gardens, conservation areas, and designated or proposed world heritage sites; or
- locally important sites and features identified on the Lake District Historic Environment Record; or
- the historic character of settlements.

We will encourage the reuse of buildings of archaeological and historic importance that make a positive contribution to the landscape character or historic environment of the Lake District National Park.

Repairs and alterations will employ, where appropriate, local crafts, skills and traditions and traditional building techniques and materials.

**4.60 Explanatory Text**

4.60.1 National and regional guidance will inform our decisions on development proposals, including any changes that result from the Government’s White Paper (2007) Heritage Protection for the 21st Century. This proposes a single national register of sites and revised planning policy guidance.

4.60.2 We will also take account of English Heritage’s Conservation Principles, and locally-specific advice, in particular the Lake District National Park LCA, Lake District Historic Environment Record, Historic Landscape Character Assessment for the Lake District, and the Lake District Historic Environment Strategy.
4.60.3 Only a small number of sites are protected as Scheduled Ancient Monuments. Most have no protection, and surveys continue to reveal new sites. When considering development proposals that affect archaeological assets, we will generally preserve assets in situ. On sites of potential archaeological interest, we may require the developer to carry out an archaeological field evaluation before assessing an application. Where we allow development, we may include conditions to record, protect or rescue the site.

4.60.4 Conservation Areas, designated under the Planning Act 1990, are areas ‘of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.’ We are required to appraise, reappraise, and produce management plans to preserve and enhance them. We may also restrict the scope of permitted development rights. Similarly, we can protect important buildings from unnecessary demolition or inappropriate alteration.

4.60.5 Many of the central Lake District’s past historic industries – slate, gunpowder, charcoal, iron, lead, wool – are strongly connected with the coast and trading places outside the National Park. We will work with other local authorities to promote these cross-boundary links.

Policy CS28: Lakeshore development

4.61 Purpose
4.61.1 We aim to protect lakeshores from inappropriate development.

4.62 Context
4.62.1 Lakes and tarns are a key feature of the National Park landscape and are important and particularly sensitive for nature conservation. The lakes provide a range of recreational opportunities, such as boating, fishing, swimming and bird watching. Larger lakes – like Windermere, Coniston, Ullswater and Derwentwater – have ferry services enabling access from one part of the shoreline to another. There are major water abstractions from some of the lakes for water supply purposes, and some are used for sewage disposal. While agricultural land, woodlands or undeveloped land stretches to some shorelines, others have private gardens as the main lakeshore feature.

4.62.2 Lakes in the National Park and their shorelines are particularly vulnerable to disturbance, pollution and the direct impact of development activities. We want to protect lakes and lakeshores from inappropriate development. The attractiveness of lakeshore sites means that there is significant development pressure on lakeshores. Demand for lakeshore development is higher on some lakes than others, particularly those lakes that are adjacent to settlements or that are popular for recreational activities.

4.62.3 Sailing, canoeing, boating and the ferry services require a network of shoreline access points, jetties, moorings and slipways. Private boathouses are an important feature on busy lakes like Windermere. The lakes also support a number of businesses providing hire craft, boat
and equipment sales and maintenance. As these businesses are directly linked to lake use, they require a lakeshore location.

Policy CS28: Lakeshore development

We want to protect the landscape character and biodiversity of lakes and lakeshores, but we recognise that there is a need for limited lakeshore development to support lake services and facilities that rely on a lakeshore location.

We will only permit lakeshore development where:

- the development provides facilities or services that have a direct lake use function for recreation or water-based transport purposes; and
- the applicant demonstrates that other locations are not feasible or viable; and
- the scale, siting, design and character of the development enhances or maintains the character of its lakeshore location and the character of the lake, including undeveloped stretches of lakeshore.

This policy will not apply to proposals at Lakeside, Bowness Bay or Waterhead that are part of the Windermere Waterfront Programme.

We define lakeshore as that area surrounding open water where the lake is the dominant feature in the landscape and directly affects landscape character above all other influences. The lakeshore will vary in scale according to other landscape characteristics and also in character including semi-natural, rural, designed landscape and developed lakeshore.

We will seek public access to lakes and tarns, where appropriate when assessing development proposals.

4.63 Explanatory text

4.63.1 The policy recognises that some developments have a requirement for a lakeshore location, where the development is related to lake-based recreation or transport. Policy CS28 does not apply to tarns or to development on the shores of tarns, as tarns are not appropriate locations for lakeshore development.

4.63.2 Each lake and lakeshore has a different landscape character and level of use, and we will consider these issues when making any development decisions. We will use the Lake District LCA to inform decisions on applications for lakeshore development. We will also consider the impact of increased lake use resulting from the proposed development on sensitive aquatic and lakeshore habitats, on amenity, and on existing recreational uses.

4.63.3 There is pressure on some lakes for boathouse development. The cumulative effects of increasing numbers of boathouses can adversely impact on lakeshore character and on the other special qualities, such as the wealth of wildlife. When assessing proposals for lakeshore
development, we will consider the scale, siting and the cumulative impacts of the development on lakeshore character and on lakeshore habitats.

4.63.4 For Lakeside, Bowness Bay and Waterhead, all other relevant policies in the Core Strategy apply, except for this one. Lakeside refers only to the location of the existing developed area of Lakeside, and does not include the undeveloped lakeshore. This is because of the existing built-up nature of Windermere Waterfront Programme sites, and the existing uses that are not related to lake use, identified in policy CS08. We will evaluate all other sites and proposals in the Windermere Waterfront Programme under the Lakeshore Development policy and other relevant policies.

Minerals and Waste

Policy CS29: Mineral extraction

4.64 Purpose
4.64.1 These policies aim to ensure an adequate supply of local building material to meet future development needs.

4.65 Context
4.65.1 We are the Minerals Planning Authority for the National Park and work closely with CCC and our adjacent partners.

4.65.2 The Cumbrian Fells have provided access to rare minerals such as copper and lead for centuries, bringing local prosperity and leaving a visible and important mineral heritage across the area.

4.65.3 Mining of rare minerals has ceased and mineral extraction now focuses on the area’s underlying geology. There are nine active building stone and slate quarries operating in the National Park and two active, and two inactive, crushed rock quarries. Traditionally, development within the National Park has sourced building materials locally. This self-sufficiency meets Government’s goals for sustainable development. We have not identified any significant problems with the current supply levels of building stone or slate.

4.65.4 The National Park contains very limited coal reserves. Coal resources are considered in the Cumbria Minerals and Waste LDF. The National Park contains some of Britain’s most significant peat mires and their importance for conservation and for carbon absorption means they are strictly protected. There are no sand and gravel quarries currently operating and no known oil or gas reserves under the National Park.

4.65.5 The National Park’s built environment is a central part of our cultural heritage and sense of identity. The availability of local materials has been fundamental in creating this local vernacular. We are keen to maintain and strengthen these distinctive characteristics, and this relies
on a reliable source of local material. We are therefore not basing our starting point for future mineral extraction purely on economics.

4.65.6 Minerals planning policy seeks to manage an adequate supply of aggregates to support the construction industry. Cumbria should provide 66 million tonnes of crushed rock between 2011 and 2016 as its contribution towards the regional requirement, and aggregate from the four National Park quarries makes up some of this requirement. The active aggregate quarries in the National Park have planning permission until 2042, so we do not anticipate a supply shortfall during the Core Strategy period. The Cumbria Minerals and Waste Development Framework (MWDF) does not plan to increase the level of general crushed aggregates outside the National Park, stating that “no further provision in this plan for general crushed rock aggregate can be justified.”

4.65.7 In addition, Mineral Planning Statement 1 states that in providing for the maintenance of landbanks for non-energy minerals, they should be secured from sources outside National Parks as far as is practicable. The Cumbria MWDF states “In Cumbria, the existing planning permissions for general crushed rock provide for a landbank of at least fifteen years to be maintained throughout and beyond the plan period.”

4.65.8 It is difficult to determine what materials or quantities of materials the construction industry will need in the future. RSS establishes a housing supply target of 60 houses per annum for the period up to 2021, and development to serve the employment sector will be in the form of small scale business parks and incubator units. Outside the National Park, the aims of Britain’s Energy Coast/A Masterplan for West Cumbria (2008) and Government’s proposal for additional nuclear power stations on the west coast may require improvements to infrastructure and may need to accommodate new development.

4.65.9 We need to recognise and appreciate the importance of the complex geology which forms the bedrock of the National Park. In line with the provisions of the Environment Act 1995, we are required to promote opportunities for the understanding and enjoyment of the special qualities of the National Park. We need to protect our geology from over mining and from the loss of an accessible educational resource.

4.65.10 We will work closely with CCC to identify resources which straddle the National Park boundary, and which are currently mined from locations adjacent to or near the National Park boundary.

**Policy CS29: Mineral extraction**

We will permit mineral extraction in the National Park where:

- it is for the extension of an existing site or the reopening of an old site; and
- it meets a local need for building stone and slate; and
- it makes careful use of mineral resources including the effective use of secondary aggregates; and
- includes details which ensure sensitive environmental restoration
and aftercare of the site, including enhancement for biodiversity, geodiversity and landscape character and quality; and

- it supports the local economy and employment opportunities.

In exceptional circumstances we will allow development proposals which cause an adverse impact on the special qualities of the National Park if the harm is outweighed by:

- the need to maintain a supply of local building material which cannot be sourced from elsewhere and the loss of supply would result in the devaluing of the built fabric of the National Park; or
- the need to conserve nationally significant buildings, or demonstrating a national need for high purity limestone.

4.66 Explanatory text

4.66.1 Policy CS29 will be used in the assessment of proposals for minor mineral extraction. Applications for major mineral extraction will be considered in accordance with the requirements of paragraph 14 of Minerals Policy Statement 1 (MPS1), which also includes a series of exceptional circumstances for allowing this type of development in National Parks. In applying MPS1 we shall also have particular regard to the special qualities of the Lake District National Park. We define major mineral extractions as substantial extensions to, or reworking of, existing mines or quarries which have a significant impact upon the landscape, local communities or transport system. We define local need as need which is generated within the National Park.

4.66.2 We will in principle allow development where it is the extension to an existing site or the re-opening of a previously worked quarry. Any application for a new site would be a departure from this policy. In cases where the time period of planning permission is to be extended, the benefits of doing so will be weighed up against impacts on local amenity.

4.66.3 We want to sustain a steady supply of local building material to help maintain the local vernacular. Permission for the extraction of building stone and slate will be considered on the basis that it will contribute towards meeting a local need for building material. This is our primary aim, we are aware that there are additional markets, such as for the repair of nationally significant buildings. We recognise the importance of these markets, and accept that they may be necessary for the viability of minerals operations and to provide a material that cannot be sourced from elsewhere. This additional market should not however be the sole reason for supporting new proposals. In our assessment of new proposals we acknowledge that local circumstances may dictate a need to look at the operations of the minerals operator across the National Park rather than on an individual basis. This will help to assess, in particular, impacts on the local economy.

4.66.4 We need to conserve natural resources to secure a long term supply of building stone and slate. Our approach provides a balance between extracting sensible quantities of building material and the viability of minerals operations. Any extraction should not compromise future uses of the site. Secondary won material plays a crucial role. It assists with
economic viability, helps to reduce waste, reduces the distance materials have to be transported, and minimises quarrying of virgin materials. However, we will not permit mineral extraction proposals that are based only on an assessment of demand for secondary products, such as mulch and general aggregates.

4.66.5 The location of building slate and stone quarries generally means that use of sustainable transport is not feasible. Future mineral extraction must respect the local road network, ensuring that it will cope with the traffic associated with the proposed development. CS14: Sustainable transport solutions will inform future planning decisions.

4.66.6 Proposals should include a detailed reclamation scheme. They should demonstrate the environmental acceptability, technical feasibility and long-term viability of any intended site after-uses, appropriate to its location. The scheme must include opportunities to enhance biodiversity, geodiversity and landscape character and quality, as well as opportunities for education and promoting the industry’s historic and cultural significance. Proposals should avoid adverse impacts on recreational opportunities. We do not consider landfill as an appropriate after-use.

4.66.7 It is not appropriate or sustainable to grant planning permission for further aggregate quarrying in the National Park. This would have significant adverse impacts on environmental quality and the National Park’s special qualities.

Figure 14: Mineral Sites

4.66.8 We promote sustainable construction techniques, recycled materials and methods to reduce carbon emissions. Continuing with large-scale aggregate quarrying conflicts with this approach.
4.66.9 Future aggregate production from quarries in National Parks is likely to decline, in line with national policy and environmental constraints on future supplies. The Cumbria MWDF recognises that this could place pressure on areas outside the National Park. Other sources of supply to replace sales from these areas will need to be considered.

Policy CS30: Safeguarding mineral resources

4.67 Context
4.67.1 We need to provide better certainty for where future sustainable mineral working will take place. This is particularly relevant for maintaining a reliable supply of local building stone and slate, so that we can conserve and enhance the National Park’s built fabric which reinforces the distinctiveness of place. English Heritage states in Mineral Extraction and the Historic Environment (2008) that it “supports the continued winning of certain minerals to maintain and repair significant aspects of the built heritage, and to provide materials for development that are in keeping with local character in order to conserve and enhance local distinctiveness and diversity.”

4.67.2 Mineral Policy Statement 1 requires us to define Mineral Safeguarding Areas (MSAs) in Local Development Documents. We have to ensure resources are not needlessly sterilised by non-mineral development, although we should not presume that resources defined in MSAs will be worked.

4.67.3 We can safeguard resources by identifying:
- Areas of Search – broader areas where there is less certain knowledge about mineral resources; and
- Preferred Areas – areas of known resources where planning permission might reasonably be anticipated; and then
- Mineral Safeguarding Areas – where we are to protect proven deposits of minerals to enable future extraction if required.

Policy CS30: Safeguarding mineral resources

We will safeguard mineral resources from being unnecessarily sterilised by other forms of development by:

- identifying Mineral Safeguarding Areas (MSAs) for resources of local building stone, slate and high purity limestone and aggregates; and
- not permitting development which would compromise the future extraction of important building stone, slate and high purity limestone at existing or former quarries.
4.68 Explanatory text
4.68.1 We will identify Mineral Safeguarding Areas (MSAs) in the Allocations of Land Development Plan Document and on the Proposals Map. This does not mean that areas within a MSA will necessarily be environmentally acceptable for mineral extraction. The purpose of MSAs is to make sure that we properly consider mineral resources in land-use and spatial planning decisions.

4.68.2 We will identify MSAs using British Geological Survey maps as the basis for the geological resource, local operators and relevant statutory undertakers. Minerals Policy Statement 1 Annex 3 encourages English Heritage and the industry to make us aware of important sources of building and roofing stone that they consider should be protected from other forms of development.

Policy CS31: Waste management

4.69 Purpose
4.69.1 Waste management makes an important contribution to delivering sustainable communities. Policies should provide “sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time”.

4.70 Context
4.70.1 Local authorities are responsible for managing municipal waste in their area. In the National Park we are the local waste planning authority, with the district councils responsible for collecting waste and CCC responsible for disposing of waste. The district councils and CCC have formed the Cumbria Strategic Waste Partnership (Resource Cumbria) to deliver a municipal waste management strategy. Municipal waste includes household waste, commercial and industrial waste that the district councils collect, rubble from household waste recycling centres and grounds maintenance waste.

4.70.2 CCC has recently entered into a long-term contract with a private sector partner to provide facilities for treating municipal waste and disposing of residual wastes for the whole of Cumbria.

4.70.3 We do not have information on waste streams within the National Park boundary, but rely on county wide information. For Cumbria, in 2006/07 household waste per person was 596kg, which is the highest figure in the country. The National Park has a resident population of approximately 42,000. As a popular tourist destination, this population can increase to over 8 million, generating very high levels of waste.

4.70.4 District councils collect household waste through kerbside recycling. Householders can also purchase compost bins for appropriate biodegradable material. District councils collect waste from holiday letting accommodation as commercial waste, and deal with it through the municipal waste stream.

4.70.5 The Joint Municipal Waste Management Strategy 2008-2020 acknowledges that in Cumbria it may be more efficient and sustainable
to be self-sufficient in waste management, rather than treating and disposing of waste as close as possible to its origin.

4.70.6 In the National Park, we will support schemes which serve the local community, provide economic benefit and reduce the amount of residual waste going to landfill. For example, farm diversification schemes which manage food and animal waste. We will continue to support waste prevention initiatives.

4.70.7 There are several household waste recycling centres across the county for the disposal of domestic waste only. There is only one of these centres within the National Park, in Ambleside. In order to support sustainable waste management, the household waste recycling centre at Ambleside needs to be extended. We need an additional site for the northern part of the National Park. Furthermore, CCC is seeking to allocate Kendal Fell Quarry as a future site for waste management through their Land Allocations Development Plan Document. The site straddles our boundary, and we consider it as part of this policy.

4.70.8 Construction and demolition waste often ends up needlessly in landfill, so we need to address this.

**Policy CS31: Waste management**

We will support applications for waste management facilities and systems which:

- are of a scale and type appropriate to their location in the National Park;
- manages and accommodates waste from the immediate area;
- provides opportunities to diversify the economy; and
- does not have adverse impacts on residential amenity.

In addition, development on previously developed land should minimise construction and demolition waste by re-using the existing building material. We will require developers to demonstrate how this will be achieved at the planning application stage.

We will seek to allocate Kendal Fell Quarry for a waste management and treatment facility. We will also seek to allocate sites in Ambleside and Keswick to support self-sufficiency in waste management.

We will not permit the disposal of waste as landfill in the National Park, with the exception of inert waste landfill for agricultural land enhancement.

**4.71 Explanatory text**

4.71.1 We will assess the suitability of sites using the criteria in Annex E of Planning Policy Statement 10: Planning for Sustainable Waste Management. Development proposals for major new waste disposal or management facilities including those for nuclear waste should be assessed under Policy CS12: Major developments. No decisions have been taken regarding the future of the nuclear industry in West Cumbria.
or whether new build power stations and associated infrastructure will take place. Paragraph 3.17.1 refers to the three sites which have been nominated as potential sites, the focus of which is outside the National Park.

4.71.2 There are several types of waste management facility and systems but not all are appropriate for the National Park landscape. Any new waste management facility must be of a scale and type that does not adversely affect its surroundings. We favour small scale development that minimises the potential adverse impacts of odour, noise, and light pollution and increased traffic use. We will assess applications for deep geological waste disposal (radioactive waste) under Policy CS12: Major Developments.

4.71.3 By maximising the economic benefit from waste, local communities could gain from schemes that reduce the amount of landfill waste. In the hospitality trade, which produces food waste, in-vessel composters are suitable for small scale industrial and commercial operations. The Rocket Composter is an example suitable for small scale industrial or commercial operations. Open windrow composting is a common farm scale method which we would encourage as a farm diversification scheme, along with appropriately sized anaerobic digestion systems.

4.71.4 In the National Park, redevelopment is often demolition of an existing house and construction of a bigger property on the same site. We want to reduce construction and demolition waste, as this is an issue in our area. Re-using existing on-site building materials will help to reduce the amount of construction and demolition waste. Proposals on previously developed sites must demonstrate, through the planning application, how construction and demolition waste will be reduced.

4.71.5 We recognise that Kendal Fell Quarry is suitable for larger waste management and treatment facilities, such as a materials facility and/or energy production from waste technologies. We will seek to allocate the area of the site located in the National Park in our Allocations of Land Development Plan Document. CCC is undertaking a similar exercise for that part of the site outside the National Park.

4.71.6 It is not appropriate to establish new strategic landfill sites in the National Park, because of its high value landscape and local transport network capacity issues. Our approach continues the approach in the adopted Cumbria and Lake District Joint Structure Plan.

4.71.7 We recognise there may be small areas of land that land filling with inert waste, like soil, bricks, and concrete, could improve. Such proposals should be small scale and accommodate waste from local sources.
Figure 15: Waste Management Sites

Key

- **Household Waste Recycling Centre**
  1. Townfoot Industrial Estate, Brampton
  2. Bousteads Grasping, Carlisle
  3. Syke Road, Wigton
  4. Glasson Industrial Estate, Maryport
  5. Clay Flatts, Workington
  6. Yeathouse Quarry, Frizington
  7. Redhills Quarry, Millom
  8. Ormsgill, Barrow
  9. Morecambe Road, Ulverston
  10. Guides Lot, Grange-over-Sands
  11. Canal Head, Kendal
  12. Rothay Holme, Ambleside
  13. Hobsons Lane, Kirkby Stephen
  14. Flusco, Penrith

- **Landfill Site**
  A. Hespin Wood, Carlisle
  B. Thack Wood, Eden
  C. Distington, Workington
  D. Lillyhally, Workington
  E. Bennet Bank, Barrow
  F. Fleetwood, Lancashire

- Lake District National Park
- Main roads
Chapter 5

Monitoring, implementation and review
5 Monitoring, implementation and review

Introduction

5.1 Monitoring is essential to establish what is happening now, what may happen in the future and then compare trends against existing policies to assess performance and whether we need to make changes. A key feature of an LDF is its flexibility to respond quickly to changing circumstances – the plan, monitor and manage approach.

5.2 We will prepare an Annual Monitoring Report (AMR) to indicate whether we are achieving the core policies. This can also identify any changes needed if a policy is ineffective, or if targets are not being met.

5.3 Following adoption of the Core Strategy, we will increase the level and detail of monitoring. There are two indicator types:

- Core indicators- these are set out in Government guidance;
- Local indicators – these are set by us to monitor activities that result from implementing planning policies; they include National Park Authority ‘family’ indicators and Local Area Agreement (LAA) indicators. These are identified accordingly in the framework.

Implementation of the Plan

5.4 We have prepared a framework for implementing the LDF. The Implementation Framework identifies a ‘Delivery Lead’ organisation and ‘Key Delivery Partners’ who, through their existing established or statutory role, will be responsible and able to implement the policies. Timescales for implementation are set out which are realistic and allow achievement to be measured.

5.5 A number of plans and strategies will inform the implementation of the Core Strategy, such as the Landscape Character Assessment, Allocations of Land Development Plan Document, and a Supplementary Planning Document on Housing. We will determine applications in accordance with the LDF and undertake design reviews and seek planning obligations where appropriate.
## LAKE DISTRICT NATIONAL PARK CORE STRATEGY IMPLEMENTATION FRAMEWORK

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### Core Policies (Policies CS10 – CS31):

| All | LDNPP Management Plan | LDNPP Partnership (LDNPP) | LDNPP Partners | 2010-2015 |
| All | Planning Application Determination | LDNPA | | On-going |
| All | Annual Monitoring Reports | LDNPA | | On-going |
| All | General Development Polices DPD | LDNPA | | Adoption 2012 |

### Design and Development

CS10: Achieving Design Excellence
CS11: Sustainable Development Principles
CS12: Major Developments
CS13: Planning Obligations

<p>| CS10, CS11 | Sustainable Design SPD | LDNPA | Adoption 2011 |
| CS10, CS11 | LDNPP Landscape Character Assessment | LDNPA | Adopted 2008 |</p>
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**Climate Change**

- CS14: Sustainable Transport Solutions
- CS15: Maximising Energy Efficiency
- CS16: Generating Renewable and Low Carbon Energy
- CS17: Development and Flood Risk

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### Vibrant Communities

CS18: Housing Provision  
CS19: Community, Health and Education  
CS20: Vibrant Settlement Centres  
CS21: Open Space and Recreation

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### Prosperous Economy

CS22: Employment  
CS23: Farm Diversification

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**Visitor Experience**

CS24: Delivering Sustainable Tourism

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**Spectacular Landscape**

CS25: Protecting the Spectacular Landscape  
CS26: Geodiversity and Biodiversity  
CS27: The Acclaimed Historic Environment  
CS28: Lakeshore Development

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**Minerals and Waste**

CS29: Mineral Extraction  
CS30: Safeguarding Mineral Resources  
CS31: Waste Management

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<tr>
<td>CS01: National significance and distinctive nature of the National Park</td>
<td>For proposals outside the National Park - Number of applications we have recommended refusal, but have been approved by neighbouring planning authorities</td>
<td>Local</td>
<td>LDNPA; South Lakeland District Council; Eden District Council; Allerdale Borough Council; Copeland Borough Council</td>
<td>Smaller Better</td>
</tr>
<tr>
<td></td>
<td>% Land managed in line with conservation objectives / number of schemes</td>
<td>Local</td>
<td>DEFRA Farm Business Survey</td>
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<tr>
<td>CS02: Achieving vibrant and sustainable settlements in the National Park</td>
<td>Approvals in Rural Service Centres</td>
<td>Local</td>
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<td>&gt;50%</td>
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<td>Approvals in Villages</td>
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<td>Approvals in Cluster Communities</td>
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<td>&lt;30%</td>
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<td>CS03: Settlement Form</td>
<td>Proportion of applications approved against this policy</td>
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<td>CS04: North Distinctive Area</td>
<td>% of all LDNPA approvals in this area</td>
<td>Local</td>
<td>Planning Applications Database</td>
<td>25%</td>
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<td>Housing completions</td>
<td>Local</td>
<td>Planning Applications Database</td>
<td>16 per annum</td>
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<td>CS05: East Distinctive Area</td>
<td>% of all LDNPA approvals in this area</td>
<td>Local</td>
<td>Planning Applications Database</td>
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<td>Housing completions</td>
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<td>Housing Land Availability Survey</td>
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<td>% of new tourism development in rural service centres and Pooley Bridge</td>
<td>Local</td>
<td>Planning Applications Database</td>
<td>100%</td>
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<td>CS06: West Distinctive Area</td>
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<td>Housing completions</td>
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<td>% of new tourism development in rural service centres and Ravensgass</td>
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<td>CS07: Central and South East Distinctive Area</td>
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<td>CS08: Windermere Waterfront Programme</td>
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<td>Planning Applications Database</td>
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<td>CS09: South Distinctive Area</td>
<td>% of all LDNPA approvals in this area</td>
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<td>CS10: Achieving Design Excellence</td>
<td>Number of entries to the Civic Trust awards</td>
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<td>CS11: Sustainable Development Principles</td>
<td>Proportion of applications approved against this policy</td>
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<td>CS12: Major Developments</td>
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<td>Planning Applications Database</td>
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<td>Type of Indicator (Core / Local)</td>
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<tr>
<td>CS13: Planning Obligations</td>
<td>Number of Section 106 agreements secured to meet requirements of policies listed in Para. 4.1.3.1 of Core Strategy</td>
<td>Local N/A</td>
<td>Planning Applications Database</td>
<td>Bigger Better</td>
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<tr>
<td>CS14: Sustainable Transport Solutions</td>
<td>% total length of public rights of way which are easy to use</td>
<td>Local</td>
<td>71.2% (2009-10)</td>
<td>LDNP Business Plan</td>
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<td>% visitors using public transport during their time in the National Park</td>
<td>Local</td>
<td>In Local Transport Plan (LTP)</td>
<td>Visitor Surveys</td>
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<td>Traffic flows at sample locations</td>
<td>Local</td>
<td>LTP</td>
<td>LTP</td>
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<td>% of visitors travelling to Cumbria by car</td>
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<td>93% (2006)</td>
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<td>% of visitors travelling around Cumbria by car</td>
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<td>85% (2006)</td>
<td>Visitor Surveys</td>
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<td>CS15: Maximising Energy Efficiency</td>
<td>Proportion of applications approved against this policy</td>
<td>Local N/A</td>
<td>Planning Applications Database</td>
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<td>CS16: Generating Renewable and Low Carbon Energy</td>
<td>Amount of renewable energy generation equipment installed by capacity and type</td>
<td>Core - NI E3</td>
<td>To be established in 2010/11</td>
<td>Planning Applications Database</td>
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<td>CS17: Development and Flood Risk</td>
<td>No. of planning permissions granted contrary to Environment Agency advice on flooding and water grounds</td>
<td>Core N/A</td>
<td>Environment Agency Website</td>
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<td>CS18: Housing Provision</td>
<td>No. affordable homes delivered</td>
<td>Core - NI 155, LAA</td>
<td>Housing Land Availability Survey</td>
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<td></td>
<td>Net additional dwellings (previous years)</td>
<td>Local</td>
<td>Housing Land Availability Survey</td>
<td>60 per annum</td>
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<td>Net additional homes provided (current year)</td>
<td>Core - NI 154, LAA</td>
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<td>60</td>
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<td></td>
<td>New and converted dwellings - on previously developed land</td>
<td>Core - BV106, LAA</td>
<td>80.39% (2008-09)</td>
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<td>Number of dwellings granted planning permission</td>
<td>Local</td>
<td>N/A</td>
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<td>Net additional dwellings for current year</td>
<td>Core</td>
<td>Housing Land Availability Survey</td>
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<td>Net additional dwellings for future years</td>
<td>Core</td>
<td>Housing Land Availability Survey</td>
<td>300 (5 year)</td>
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<td>Annualised Plan Target</td>
<td>Local</td>
<td>Housing Trajectory</td>
<td>60 per annum</td>
<td>Annual</td>
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<td>Managed Delivery Target</td>
<td>Core</td>
<td>Housing Land Availability Survey</td>
<td>60 per annum</td>
<td>Annual</td>
</tr>
<tr>
<td>Density of new housing</td>
<td>Local</td>
<td>80% &gt; 30 dph</td>
<td>Planning Applications Database</td>
<td>100% &gt; 30 dph</td>
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<tr>
<td>CS19: Community, health and education facilities</td>
<td>Overall satisfaction with local area</td>
<td>Core - NIF5, LAA</td>
<td>84.6% (2007-08)</td>
<td>Cumbria County Council Place Survey</td>
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<td></td>
<td>Number of applications for change of use of a community facility approved contrary to policy</td>
<td>Local</td>
<td>Planning Applications Database</td>
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<tr>
<td>CS20: Vibrant settlement centres</td>
<td>Total amount of floorspace developed within each Central Shopping Area (m2)</td>
<td>Core</td>
<td>N/A</td>
<td>Planning Applications Database</td>
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<td>Total amount of floorspace developed within the Local Authority (m2)</td>
<td>Core</td>
<td>N/A</td>
<td>Planning Applications Database</td>
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<td></td>
<td>% of floorspace developed in Central Shopping Areas</td>
<td>Core</td>
<td>N/A</td>
<td>Planning Applications Database</td>
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<tr>
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<td>Number of new village shops</td>
<td>Core</td>
<td>N/A</td>
<td>Planning Applications Database</td>
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<td>Number of applications for change of use to non-town centre uses (PPS4) refused</td>
<td>Local</td>
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<td>CS21: Open space and recreation</td>
<td>Number of applications approved for development on open spaces contrary to policy</td>
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<td>N/A</td>
<td>Planning Applications Database</td>
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<td></td>
<td>Number of Green Flag Awards</td>
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<td>Green Flag Award Scheme</td>
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<td>CS22: Employment</td>
<td>Total amount of additional floorspace (completions) – by type</td>
<td>Core</td>
<td>Employment Land Database</td>
<td>0.62ha per annum</td>
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<td>Employment land available by type</td>
<td>Core</td>
<td>Employment Land Database</td>
<td>3.1ha per annum</td>
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<td></td>
<td>Number of applications for change of use of employment uses refused</td>
<td>Local</td>
<td>Planning Applications Database</td>
<td>100%</td>
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<td></td>
<td>Amount of additional employment floorspace (completions) on allocated sites – by type</td>
<td>Local</td>
<td>Planning Applications Database</td>
<td>Bigger Better</td>
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<tr>
<td>CS23: Farm diversification</td>
<td>Proportion of applications approved against this policy</td>
<td>Local</td>
<td>N/A</td>
<td>Planning Applications Database</td>
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<td></td>
<td>Net farm income</td>
<td>Local</td>
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<td>Number of people in National Park employed in farming</td>
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<td>N/A</td>
<td>LDNP Partnership - DEFRA Farm Business Survey</td>
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<tr>
<td>CS24: Delivering sustainable</td>
<td>Proportion of staying visitors</td>
<td>Local</td>
<td>85% (2006)</td>
<td>STEAM / Cumbria Tourism</td>
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<tr>
<td>Policy</td>
<td>Indicator(s)</td>
<td>Type of Indicator (Core / Local)</td>
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<tr>
<td>tourism</td>
<td>Tourist expenditure</td>
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<td>Accommodation occupancy rates</td>
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<td>Cumbria Tourism</td>
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<td>% of new tourism development in rural service centres, Ravenglass and Pooley Bridge</td>
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<tr>
<td>CS25: Protecting the spectacular landscape</td>
<td>Percentage of applications referring to Landscape Character Assessment</td>
<td>Local</td>
<td>N/A</td>
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<tr>
<td>CS26: Geodiversity and biodiversity</td>
<td>Percentage area of SSSIs in favourable or recovering condition</td>
<td>LAA, Core - NI197</td>
<td>27% (2008-09)</td>
<td>LDNP Partnership</td>
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<tr>
<td></td>
<td>Improved local biodiversity. Active management of local sites</td>
<td>LAA</td>
<td>LDNP Partnership</td>
<td></td>
</tr>
<tr>
<td>CS27: The acclaimed historic environment</td>
<td>Percentage of conservation areas with character appraisals and management plans</td>
<td>LAA</td>
<td>13</td>
<td>LDNP</td>
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<tr>
<td></td>
<td>Number and percentage of Grade I or II* listed buildings at risk in the National Park</td>
<td>National Parks Indicator BAR Register available end 2010</td>
<td>LDNP</td>
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<tr>
<td>CS28: Lakeshore development</td>
<td>Proportion of applications approved against this policy</td>
<td>Local</td>
<td>N/A</td>
<td>Planning Applications Database</td>
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<td>CS29: Mineral extraction</td>
<td>Proportion of applications approved against this policy</td>
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<td>Planning Applications Database</td>
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<td>Production of primary land won aggregates by mineral planning authority</td>
<td>Core</td>
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<td>Production of secondary and recycled aggregates by mineral planning authority</td>
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<td>CS30: Safeguarding mineral resources</td>
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<td>CS31: Waste management</td>
<td>Proportion of applications approved against this policy</td>
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## Appendix 1 Status of Lake District National Park Local Plan policies

<table>
<thead>
<tr>
<th>Policy No</th>
<th>Policy title</th>
<th>Status of policy on receipt of Direction 28/09/07</th>
<th>Status of policy on adoption of Core Strategy</th>
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<tbody>
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<td><strong>NE1</strong></td>
<td>Development in the open countryside</td>
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<td><strong>NE2</strong></td>
<td>Development of larger settlements</td>
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<td>Replaced by CS02, CS03</td>
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<td><strong>NE3</strong></td>
<td>Development of villages</td>
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<td><strong>NE4</strong></td>
<td>Development on the fells</td>
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<td><strong>NE5</strong></td>
<td>Development in quieter areas</td>
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<td>Replaced by CS02, CS25</td>
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<td><strong>NE6</strong></td>
<td>Development in busier central valleys</td>
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<td><strong>NE7</strong></td>
<td>Lakeshore development</td>
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<tr>
<td><strong>NE8</strong></td>
<td>Development adjacent to lakes and tarns</td>
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<td><strong>NE9</strong></td>
<td>Protection of water resources</td>
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<td><strong>NE10</strong></td>
<td>Protection of semi-natural habitats (section 3)</td>
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<td><strong>NE11</strong></td>
<td>Coastal protection works</td>
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<td><strong>NE12</strong></td>
<td>Protection of woodlands and trees</td>
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<td><strong>NE13</strong></td>
<td>Protection of nature conservation interests</td>
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<td><strong>NE14</strong></td>
<td>Protection of historic landscapes</td>
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<td>Protection of ancient monuments and sites</td>
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<td><strong>NE17</strong></td>
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<td><strong>NE18</strong></td>
<td>Protection of river corridors</td>
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### Chapter 2: LANDSCAPE, ENVIRONMENT, WILDLIFE AND CULTURAL HERITAGE

### Chapter 3: CONSERVATION OF THE BUILT ENVIRONMENT

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<td>Accessibility and the needs of disabled people</td>
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<td>BE4</td>
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<td>Advance directional signs</td>
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<td>Alterations and extensions to listed buildings</td>
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**Chapter 4: TOURISM**

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**Chapter 5: HOUSING**

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| H2   | Housing in larger settlements (Except infill) | Saved     |
| H3   | Housing exceptions on important open spaces | Saved     |
| H4   | Housing in villages                      | Saved     |
| H5   | Housing in the open countryside          | Saved     |
| H6   | Occupancy of existing farmhouses         | Saved     |
| H7   | Removal of agricultural/forestry conditions | Saved     |
| H8   | Housing exceptions adjacent to development boundaries | Saved     |
| H9   | Replacement of substandard dwellings      | Saved     |
| H10  | Mobile homes                             | Saved     |

**Chapter 6: EMPLOYMENT**

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### Chapter 7: CONVERSION AND RE-USE OF TRADITIONAL BUILDINGS

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### Chapter 9: RETAILING

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### Chapter 11: SPORT AND RECREATION

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### Chapter 12: UTILITY SERVICES AND COMMUNICATIONS

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**Chapter 13: RENEWABLE ENERGY**

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| RE2 | Solar energy adaptations            | Not saved |
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| RE4 | Small scale hydro-electric schemes | Saved    | Replaced by CS16 |

**Chapter 14: MINERALS**

| M1  | Major minerals development         | Not saved |
| M2  | Minor minerals development         | Not saved |

**Chapter 15: WASTE**

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| W2  | Kendal Fell Quarry                 | Not saved |
| W3  | Civic amenity sites                | Not saved |
| W4  | Local recycling facilities         | Not saved |
| W5  | Disposal of inert waste            | Saved    | Replaced by CS02,CS11,CS25,CS26,CS27,CS31 |
| W6  | Development affected by landfill site | Not saved |
### Appendix 2 Status of Joint Structure Plan policies

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<td>Housing in the Lake District National Park</td>
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<td>Exception sites within the Lake District National Park</td>
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<td>R51</td>
<td>Residual waste and landfill</td>
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Appendix 3 Evidence Base

The table below presents the evidence base used in the preparation of the Core Strategy. In addition to the references in the table, the Core Strategy is also informed by the following documents listed either directly or indirectly.

a) National Planning Guidance, Government Policy
   a. Planning Act 1990
   b. Government guidance provided in Planning Policy Guidance Notes (PPGs), Planning Policy Statements (PPSs) and Minerals Planning Policy Statements (MPPSs), Circulars
   c. Habitats Regulation Assessment 1994, amended 2007, HM Government

b) Other Development Plan Documents
   a. North West of England Regional Spatial Strategy (RSS) to 2021, North West Regional Assembly and published by the Government Office for the North West
   b. North West Plan Partial Review

c) Other Contextual Documents
   a. Northwest Regional Economic Strategy (RES) 2006, North West Development Agency
   b. Local Transport Plan 2006-2011, Cumbria County Council
   c. Living Working Countryside – the Taylor Review of Rural Economy and Affordable Housing 2008
   d. Cumbria Community Strategy 2008 to 2028
   f. Cumbria Housing Strategy 2006-2011 (2006), Cumbria Sub-Regional Housing Group
   g. Lake District National Park Management Plan 2004
   h. Strategic Housing Land Availability Assessment 2008, Arup

d) Local Community Strategies
   a. Britain’s Energy Coast - A Masterplan for West Cumbria 2008, West Cumbria Strategic Forum
   b. Eden Sustainable Community Strategy 2007-2010 Eden Local Strategic Partnership
   c. South Lakeland Sustainable Community Strategy 2008-2028 – South Lakeland Local Strategic Partnership
### Evidence base, 21 September 2009

<table>
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<th>Policy</th>
<th>Document or study name</th>
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<td>CS02</td>
<td>A Call for Action</td>
<td>2008</td>
<td>Rural Services Network</td>
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<td>The Big Picture</td>
<td>2008</td>
<td>Commission for Rural Communities</td>
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<td>CS08</td>
<td>Lake District Economic Futures – Policy Statement</td>
<td>2006</td>
<td>Northwest Regional Development Agency (NWDA)</td>
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<td>CS08</td>
<td>Cumbria Serviced Accommodation Study</td>
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<td>Locum Consulting for Cumbria Tourism, NWDA and LDNPA</td>
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<td>Towards a Sustainable Transport System</td>
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<td>Delivering a Sustainable Transport System</td>
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<td>Traffic Signs Review: Recommendations of Signs and Environment Working Group</td>
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<td>Sustainable Communities: Building for the future</td>
<td>2003</td>
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<td>Housing: An Effective Way to Sustain our Rural Communities</td>
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<td>English National Park Authorities Association</td>
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<td>The Cumbria Biodiversity Evidence Base for Cumbria’s Planning Authorities</td>
<td>2008</td>
<td>Cumbria Biological Data Network (to become Cumbria Biodiversity Records centre) comprising CCC and local partners</td>
</tr>
<tr>
<td>CS26</td>
<td>Habitats Regulations Assessment of Core Strategy</td>
<td>2008</td>
<td>Entec for LDNPA</td>
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<td>CS26</td>
<td>Geodiversity and Biodiversity information held on LDNPA Geographical Information System</td>
<td>On going</td>
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<tr>
<td>CS26</td>
<td>Local Sites Guidance on their identification, election and management</td>
<td>2006</td>
<td>DEFRA</td>
</tr>
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<td>CS26</td>
<td>Natural Environment and Rural Communities Act</td>
<td>2006</td>
<td>HM Government</td>
</tr>
<tr>
<td>Code</td>
<td>Title</td>
<td>Date</td>
<td>Author/Creator</td>
</tr>
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</tr>
<tr>
<td>CS26</td>
<td>Wildlife and Countryside Act</td>
<td>1981</td>
<td>HM Government</td>
</tr>
<tr>
<td>CS26</td>
<td>Section 3 Conservation Map</td>
<td>2004</td>
<td>LDNPA</td>
</tr>
<tr>
<td>CS26</td>
<td>Local Authority Services and Biodiversity Your Statutory Obligations</td>
<td>Undated</td>
<td>The Wildlife Trusts</td>
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<tr>
<td>CS26</td>
<td>Biodiversity Data Needs for Local Authorities and National Park Authorities</td>
<td>2006</td>
<td>Association of Local Government Ecologists</td>
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<tr>
<td>CS26</td>
<td>PAS 2010 Planning to Halt the Loss of Biodiversity</td>
<td>2006</td>
<td>British Standards Institute</td>
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<tr>
<td>CS26</td>
<td>Biodiversity Protection Beyond 2010</td>
<td>2009</td>
<td>European Habitats Forum</td>
</tr>
<tr>
<td>CS27</td>
<td>Lake District National Park Historic Environment Strategy</td>
<td>2007</td>
<td>LDNP</td>
</tr>
<tr>
<td></td>
<td>LDNP Hydro power scoping study</td>
<td>2009</td>
<td>LDNP</td>
</tr>
<tr>
<td>CS27</td>
<td>Lake District Historic Environment Record</td>
<td>ongoing</td>
<td>LDNP</td>
</tr>
<tr>
<td>CS27</td>
<td>Cumbria and Lake District Historic Landscape Characterisation Project</td>
<td>2000</td>
<td>LDNP/CCC</td>
</tr>
<tr>
<td></td>
<td>(started)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CS27</td>
<td>White Paper: Heritage Protection for the 21 Century</td>
<td>2007</td>
<td>DCMS</td>
</tr>
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<td>CS27</td>
<td>Lake District Historic Environment Record</td>
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<td>Archaeology Data Service website</td>
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<td>CS27</td>
<td>Historic environment information held on LDNP Geographical Information System</td>
<td>ongoing</td>
<td>LDNP</td>
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<tr>
<td>CS29</td>
<td>Cumbria Mineral and Waste Local</td>
<td>2009</td>
<td>CCC</td>
</tr>
<tr>
<td>Development Framework</td>
<td>Date</td>
<td>Organization</td>
<td></td>
</tr>
<tr>
<td>----------------------------------------------------------------</td>
<td>------</td>
<td>---------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>CS30 Mineral extraction and the Historic Environment</td>
<td>2008</td>
<td>English Heritage</td>
<td></td>
</tr>
</tbody>
</table>
## Appendix 4 National Park Profile – a summary

<table>
<thead>
<tr>
<th>ITEM</th>
<th>UNIT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Area</strong></td>
<td></td>
</tr>
<tr>
<td>Total Park Area</td>
<td>2292 square kilometres</td>
</tr>
<tr>
<td>Parishes totally or partly in the Park</td>
<td>80</td>
</tr>
<tr>
<td><strong>Population</strong></td>
<td></td>
</tr>
<tr>
<td>Resident population</td>
<td>41,831</td>
</tr>
<tr>
<td>School and pre-school age (0-15)</td>
<td>6,326 and 15%</td>
</tr>
<tr>
<td>Working age (16-64)</td>
<td>26,429 and 63%</td>
</tr>
<tr>
<td>Pensionable age (65+)</td>
<td>9,076 and 22%</td>
</tr>
<tr>
<td>Settlements with 3000+ population</td>
<td>3</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td></td>
</tr>
<tr>
<td>Housing stock</td>
<td>23664</td>
</tr>
<tr>
<td>Resident households</td>
<td>18539</td>
</tr>
<tr>
<td>Owner occupied</td>
<td>12775 and 69%</td>
</tr>
<tr>
<td>Private rented</td>
<td>2236 and 12%</td>
</tr>
<tr>
<td>Social housing</td>
<td>3528 and 19%</td>
</tr>
<tr>
<td><strong>Nature Conservation</strong></td>
<td></td>
</tr>
<tr>
<td>Sites of Special Scientific Interest (SSSIs)</td>
<td>41,947 Ha</td>
</tr>
<tr>
<td>Special Protection Areas (SPAs)</td>
<td></td>
</tr>
<tr>
<td>Special Areas of Conservation (SACs)</td>
<td></td>
</tr>
<tr>
<td>RAMSAR Sites</td>
<td></td>
</tr>
<tr>
<td>National Nature Reserves</td>
<td>1200 Ha</td>
</tr>
<tr>
<td><strong>Land Use</strong></td>
<td></td>
</tr>
<tr>
<td>Moorland, heathland and unenclosed grassland</td>
<td>104,979 Ha and 45.8%</td>
</tr>
<tr>
<td>Farmland</td>
<td>76,815 Ha and 33.5%</td>
</tr>
<tr>
<td>Woodland</td>
<td>28,931 Ha and 12.6%</td>
</tr>
<tr>
<td><strong>Heritage</strong></td>
<td></td>
</tr>
<tr>
<td>Scheduled Ancient Monuments</td>
<td>275</td>
</tr>
<tr>
<td>Conservation Areas</td>
<td>21</td>
</tr>
<tr>
<td>Listed buildings</td>
<td>1756</td>
</tr>
<tr>
<td>Grade I</td>
<td>31</td>
</tr>
<tr>
<td>Grade II*</td>
<td>120</td>
</tr>
<tr>
<td>Grade II</td>
<td>1605</td>
</tr>
<tr>
<td><strong>Recreation</strong></td>
<td></td>
</tr>
<tr>
<td>Public footpaths</td>
<td>2,137 km</td>
</tr>
<tr>
<td>Public bridleways</td>
<td>875 km</td>
</tr>
<tr>
<td>Other public rights of way</td>
<td>33 km</td>
</tr>
<tr>
<td>Open access land (%)</td>
<td>46 %</td>
</tr>
</tbody>
</table>
Appendix 5 Glossary of Terms

The Act

Adopted proposals map
The adopted proposals map geographically shows the adopted development plan policies of the local development framework, including any saved policies. We must revise the map as we adopt each new development plan document. The map should identify areas of protection and indicate the areas to which detailed policies apply. The current proposals map is the one we prepared for the Lake District National Park Local Plan (adopted May 1998).

Adoption
Final confirmation of a development plan document or other local development document as having statutory status by a local planning authority, for example, the Cumbria and Lake District Joint Structure Plan 2001-2016 (adopted April 2006).

Affordable Housing
(The following definition is taken from Annex B of PPS3 ‘Housing’).

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- meet the needs of eligible households availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is: `Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.’

Intermediate affordable housing is: `Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (for example HomeBuy), other low cost homes for sale and intermediate rent.’

The definition does not exclude homes provided by private sector bodies or provided without grant funding. Where such homes meet this definition, we may consider them, for planning purposes, as affordable housing. We would not consider those homes that do not meet the definition, for example, `low cost market’ housing, for planning purposes, as affordable housing.
Annual Monitoring Report (AMR)
The annual monitoring report provides an assessment of the local development scheme’s implementation, and of the extent to which we are successfully implementing policies in local development documents. The report is part of the local development framework and we submit it to the Government at the end of each calendar year.

B1, B2, B8 Use Classes
B1 – commercial activity that should be suitable for a residential area without detriment to amenity including:

   a) Offices, other than a use within Class A2 (Financial and professional services)
   b) Research and development; and
   c) Light industrial

B2 – General industrial activities other than those falling in Class B1.

B8 - Storage or distribution activity including wholesale warehouse and distribution centres.

Biodiversity
‘Biodiversity’ is a shortened version of the term ‘biological diversity’ and means the variety of life on earth. It refers to the rich variety of plant, animal and other wildlife found on land and in marine and other aquatic environments, and the natural habitats and ecosystems that support them. It includes all species, common or rare, from microscopic bacteria to tall trees.

Brownfield land
See Previously developed land.

Catchment Flood Management Plan (CFMP)
An Environment Agency plan that sets out the factors that contribute to flood risk, such as how land is used, and recommends the best ways of managing the long-term flood risk within the catchment.

Community Strategy (CS) and Sustainable Community Strategy (SCS)
Under the Local Government Act 2000, local authorities must prepare community strategies, with the aim of improving the social, environmental and economic wellbeing of their areas. Community strategies aim to coordinate the local public, private, voluntary and community actions. Following the 2006 Local Government White Paper, community strategies are now ‘sustainable community strategies’ (SCS), which set out ways to address difficult issues such as the economic future of an area, social exclusion and climate change. A SCS should establish long-term goals and set short-term priorities through the Local area agreements. Under the 2000 Act, we are not required to prepare a community strategy for the National Park. However, we are a member of the local strategic partnerships that produce the district and borough-wide community strategies. We are also a member of the Cumbria Strategic Partnership that produces the Community Strategy for Cumbria.
Conservation Areas
Areas of special architectural or historic interest, where it is desirable to preserve or enhance the character, appearance or setting. There are 21 conservation areas within the National Park, covering Ambleside, Askham, Bampton, Bampton Grange, Blindcrake, Bowness-on-Windermere, Broughton-in-Furness, Caldbeck, Far Sawrey, Grasmere Town End, Grasmere Village, Hartsop, Hawkshead, Hesket Newmarket, Keswick, Lowther, Near Sawrey, Ravenglass, Rydal, Staveley and Troutbeck.

Historic Environment
English Heritage defines this as ‘all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible or buried, and deliberately planted or managed flora.’

Cumbria Wildlife Sites (known until recently as County Wildlife Sites)
Defined areas identified and selected locally for their nature conservation value based on important, distinctive and threatened habitats and species within a national, regional and local context

Lake District National Park Management Plan
This is the strategic management plan for the National Park, required under Section 66 of the Environment Act 1995. It provides policy and guides management and decisions for five years. It is a plan for the whole National Park and not just the National Park Authority. We adopted the current plan in 2004.

Development
The legal definition of development is ‘the carrying out of building, mining, engineering or other operations in, on, under or over land, and the making of any material change in the use of buildings or other land’ (Section 55 of the 1990 Act). This covers most construction activities and changes of use. See also: General Permitted Development Order (GPDO).

Development plan document (DPD)
Development plan documents are spatial planning documents. Together with the Regional Spatial Strategy (RSS), they form the statutory development plan for the local planning area. We can review individual development plan documents or parts of a document independently from other DPDs. The programme for preparing DPDs is set out in the local development scheme. DPDs must be in general conformity with the Regional Spatial Strategy.

Ecosystem
A functional ecological unit in which biological, physical and chemical components of the environment interact (LCA 2008).

Ecosystem services
Services provided by the natural environment that benefit people (DEFRA).

Exception Site
PPS3 ‘Housing’, paragraph 30 defines this as ‘A small site to be used specifically for affordable housing, in small rural communities, that would not normally be used for housing because, for example, they are subject to policies of restraint’.
Geodiversity
Geodiversity is the variety of earth materials, forms and processes that constitute the Lake District National Park.

General Permitted Development Order (GPDO)
The Town and Country Planning (General Permitted Development) Order 1995 grants rights (known as permitted development rights) to carry out certain limited forms of development without the need for planning permission.

Greenhouse gases
Greenhouse gases are those that contribute to the ‘greenhouse effect’ and warming the earth’s atmosphere, trapping heat from the sun in the earth’s atmosphere. Carbon dioxide is the main greenhouse gas, but there are a number of others including methane.

Green infrastructure
Green Infrastructure is the network of green and blue spaces that lies within and between the North West's cities, towns and villages. It provides multiple social, economic and environmental benefits.

Gross value added (GVA)
Gross value added is the difference between output and intermediate consumption for any given sector or industry. It is the difference between the value of goods and services produced, and the cost of raw materials and resources used in production.

Historic land characterisation (HLC)
English Heritage’s Historic Landscape Characterisation programme establishes an overview of the historic landscape. It focuses on aspects of the landscape that are not regarded as archaeological, and considers components of the landscape that are ‘natural’ but nevertheless the product of centuries of human action, such as hedgerows, woodland, ponds and modified watercourses.

Housing market areas (HMAs)
Geographical areas defined by household demand and preferences for housing. They reflect the key functional links between places where people live and work and define the areas for assessing housing needs at sub-regional levels.

Inbye land
Land near farm buildings improved by reseeding and fertilising so that it can grow more grass for making hay or silage. It provides more food and shelter for stock than moorland.

Index of Multiple Deprivation (IMD)
An index made up of the following indicators: housing; geographical access to services; health deprivation and disability; education; skills and training; income and employment.

Key Diagram
This is a diagram showing our spatial strategy as set out in our Core Strategy.
Knowledge based industries

High technology industries (such as computers and office equipment, and pharmaceuticals) and knowledge based services (for example telecommunications, information technology, finance, insurance, and business services), which are important to economic development.

Landscape

The Council of Europe defines landscape as ‘an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.’

Listed building

Buildings of special architectural or historic interest, included on the Secretary of State’s list to guide local planning authorities under the Planning (Listed Buildings and Conservation Areas) Act 1990 and Town and Country Planning Act 1990.

Local area agreements (LAAs)

LAAs are voluntary, three-year agreements between central government, local authorities and other partners, which aim to deliver national outcomes in a way that reflects local priorities.

Local development documents (LDDs)

This is the collective term for development plan documents, supplementary planning documents, the statement of community involvement and the annual monitoring report. Together, these documents deliver our spatial planning strategy.

Local development framework (LDF)

This is the name for the portfolio of local development documents set out in the local development scheme. It includes development plan documents, supplementary planning documents, statement of community involvement, and annual monitoring report.

Local development scheme (LDS)

This is a public statement of our programme for producing local development documents. We report progress against the milestones set out in the LDS in our annual monitoring report.

Local employment site

A site which is under 5 hectares that provides for B1, B2 and B8 of the Use Classes Order. It has good links/proximity to service centres and has adequate transport access.

Local strategic partnership (LSP)

These are partnerships of stakeholders who develop ways of involving local people in shaping the future of their neighbourhood and in how services are provided. They are multi-agency groups which aim to bring together the public, private, community and voluntary sectors, and they produce the community strategy for the local authority area.
Local transport plan (LTP)
A five year integrated transport strategy, prepared by county councils and unitary authorities in partnership with local communities. The plan includes the programme of local transport schemes and targets for the five year period.

Low carbon energy
Some energy technologies, such as combined heat and power boilers or ground source heat pumps, may require some energy from fossil fuels or non-renewables. However, they considerably reduce the amount of energy needed in order to provide heating or electricity and are therefore low carbon energy sources.

Market housing
Private housing for rent or for sale, where the price is set in the open market.

National Nature Reserve
Some of the most important sites in the UK for wildlife and geology.

Open spaces
Open spaces include a range of amenity and recreational green spaces. It is all open space of public value, offering important opportunities for sport, recreation or as a visual amenity. It includes land, rivers, lakes and reservoirs. Most open spaces perform several functions, such as promoting health; improving biodiversity; as a visual amenity; a community resource.

Parish Plan
A document (and a process) that enables a local community to consider and explain its needs and raise issues and opportunities. The community then prepares an action plan, that can be used to inform a range of projects for social, economic, environmental or resource improvement. Similar documents, such as village appraisals and village design statements, also fall within this initiative.

Planning policy guidance (PPG)
These are notes issued by central Government setting out national land use policies for England on a range of planning topics. Planning Policy Statements are gradually replacing these documents.

Planning policy statement (PPS)
In England, documents produced and published by the Government setting out national policy objectives for the planning system. National policies must be reflected in policies prepared at regional and local levels. These documents are gradually replacing Planning Policy Guidance.

Previously developed land (PDL) – often referred to as brownfield land
(We used the definition from Annex B of PPS3 ‘Housing’).

Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.

The definition includes defence buildings, but excludes:
- land that is or has been occupied by agricultural or forestry buildings.
• land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures.
• land in built-up areas such as parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.
• land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).

There is no presumption that land that is previously-developed is necessarily suitable for housing development, nor that the whole of the cartilage should be developed.

Ramsar Site
Wetland areas designated under the Convention on Wetlands of International Importance 1971 (Ramsar Convention).

Regional Development Agency (RDA)
A non-departmental public body set up to promote economic development within a region. The North West Regional Development Agency is the local body and it has prepared the Regional Economic Strategy.

Regional Planning Body (RPB)
The body that prepares the Regional Spatial Strategy for a region. The North West Regional Assembly is the Regional Planning Body for the North West region.

Regional Spatial Strategy (RSS)
This is a plan that provides the broad development strategy for a region for 15 to 20 years. It sets out a framework to address the spatial planning implications concerning social, economic, environmental and resource issues in the region. The RSS, including a Regional Transport Strategy, provides a spatial framework to help prepare local development documents, local transport plans and regional and sub-regional strategies and programmes.

Regionally Important Geological and Geomorphological Sites (RIGS)
Most important places for geology and geomorphology outwith the statutorily protected SSSIs selected under locally developed criteria according to their value for education scientific study historic significance or aesthetic qualities.

Registered Parks and gardens
Sites placed on the English Heritage ‘national register of parks and gardens of special historic interest’, to identify and increase awareness of such sites and help ensure their features and qualities are protected and conserved.

Scheduled Ancient Monument
An archaeological site or historic building of national importance protected under the Ancient Monuments and Archaeological Areas Act 1979 and the National Heritage Act 1983.
Setting
The surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape (EH 2008).

Site of Special Scientific Interest (SSSI)
An area that has been notified as being of special interest under the Wildlife and Countryside Act 1981.

Special Area of Conservation (SAC)
Special Areas of Conservation (SACs) are designated under the EC Habitats Directive, covering many habitats and species that are rare or threatened in Europe.

Special Protection Areas (SPA)
Areas given special protection under the European Union’s Birds Directive and through the habitats regulations 1994.

Strategic Flood Risk Assessment
This is an overview of flood risk from all sources within a local planning area. It provides general guidance on the use and development of land, and assists in the appraisal and determination of planning applications and other land use proposals. It assesses the risks of all forms of flooding to and from development, taking climate change into account, and informs how the sequential approach is applied.

Spatial planning
Spatial planning goes beyond traditional land use planning to bring together policies for developing and using land with other policies and programmes which influence the nature of places and how they can function. It covers policies that can affect land use but which are not capable of being delivered solely or mainly through granting planning permission and which may be put into practice in other ways. However, only those policies that can be put into practice by granting planning permission can form the basis for decisions taken under the Act.

Supplementary Planning Document (SPD)
These documents provide supplementary information for the policies in development plan documents. They do not form part of the Development Plan and are not independently examined.

Sustainable development
Development that aims to ensure a better quality of life for everyone, now and for generations to come. A widely used definition (Brundtland Report, 1987) is ‘development that meets the needs of the present without compromising the ability of future generations to meet their own needs.’

In 2005, the Government defined five principles for sustainable development:
- living within environmental limits
- achieving a sustainable economy
- promoting good governance
- using sound science responsibly
- ensuring a strong, healthy and just society.
**Sustainable drainage systems (SUDS)**

SUDS covers the whole range of sustainable approaches to surface water drainage management including:

- source control measures including rainwater recycling and drainage;
- infiltration devices to allow water to soak into the ground;
- filter strips and swales (vegetated features that hold and drain water downhill mimicking natural drainage patterns);
- filter drains and porous pavements to allow rainwater and run-off to infiltrate into permeable material below ground and provide storage if needed; and
- basins and ponds to hold excess water after rain and allow controlled discharge that avoids flooding.

**Transport Hub**

A transport hub is a location where people have a multiple choice of transport modes from train, bus, boat, bike, horse-riding or foot. Not all locations will have all of these options. All rural service centres are transport hubs. The capacity of rural service centres to accommodate further development as transport hubs will differ.

**UK protected and principal species**

The legislation covering biodiversity is complex. The Government Circular: Biodiversity and Geological Conservation 2005 provides lists of protected and principle species including

- birds protected by schedule 1 Wildlife and Countryside Act 1981 as amended
- plants protected by Schedule 8 Wildlife and Countryside Act 1981 as amended
- animals protected by schedule 5 Wildlife and Countryside Act 1981 as amended and regulation 39 Habitats Regulations 1994 (European protected animal species)
- plants protected by schedule 8 Wildlife and Countryside Act 1981 as amended and regulation 39 Habitats Regulations 1994 (European protected plant species)
- habitat types and species of principal importance in England (section 74 of the countryside and rights of way act 2000)

**UK Priority species and habitats**

A list of UK priority species and habitats was produced in 1995 in response to the 1992 Earth Summit and subsequent report Biodiversity: The UK Action Plan 1994. The UK-wide targets they contain for the management, enhancement, restoration and recreation of habitats and species populations have been translated into targets in the Cumbria Biodiversity Action Plan (Cumbria BAP). The BAP also addresses local priorities not identified in the UK plan.
Appendix 6 Summary of Technical Report 6: Infrastructure

1 We are aware that we need to plan for any future growth, to ensure that the infrastructure necessary to support new residential and commercial development is delivered at the right time, and that proposals have a realistic prospect of being provided. We undertook the infrastructure requirements study through a partnership project with South Lakeland District Council to identify whether any issues were likely to prevent development taking place in the Lake District over the Plan period.

2 Consultation with providers included a postal questionnaire and a joint workshop. The study did not identify any significant barriers to new development in the Lake District that cannot be overcome. The study found that there is a need to enhance local infrastructure provision, and that we must ensure that future infrastructure improvements are timed appropriately. In some locations there are existing problems, with limited scope for the existing infrastructure to accommodate significant new development. We have highlighted this in the summary table of infrastructure issues for each Rural Service Centre. In other areas, new development will not necessarily require additional infrastructure capacity as the level of development proposed can generally be supported, and different behaviours and solutions can address some of the requirements.

3 The comments received from infrastructure providers suggest that often infrastructure provision is reactive rather than proactive. One common reason for this is because providers wait for funding for the project, and this generally only occurs when a problem has been identified.

4 In general, demand for infrastructure will increase as a consequence of new development. The approach undertaken by this study has provided an important link with finding new ways of managing services and an emphasis on partnership working and maximising funding opportunities.

Table 3: Summary of findings of Infrastructure requirements within the rural service centres

<table>
<thead>
<tr>
<th>Rural Service Centre</th>
<th>Infrastructure capacity issues identified</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Broughton in Furness</td>
<td>No specific capacity issues were raised.</td>
</tr>
<tr>
<td>Calbeck</td>
<td>No specific capacity issues were raised.</td>
</tr>
<tr>
<td>Ambleside</td>
<td>Wastewater network capacity issues at specific locations. No other specific capacity issues were raised at Ambleside.</td>
</tr>
<tr>
<td>Backbarrow and Haverthwaite</td>
<td>No specific capacity issues were raised.</td>
</tr>
<tr>
<td>Bootle</td>
<td>No specific capacity issues were raised.</td>
</tr>
<tr>
<td>Bowness and Windermere</td>
<td>Serious issues relating to wastewater network</td>
</tr>
<tr>
<td>Location</td>
<td>Description</td>
</tr>
<tr>
<td>------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>Clean, drinking quality water may be an issue at the bottom of Storrs Park if significant development took place.</td>
</tr>
<tr>
<td></td>
<td>Any significant levels of development would result in further improvements to capacity of Windermere wastewater treatment works. Existing sewer would require upsizing from a 450mm pipe to a 525mm pipe, over a 5km length.</td>
</tr>
<tr>
<td></td>
<td>New roundabout at Glebe Road/A592 junction. Increased capacity of Braithwaite Fold Car Park to 1350 spaces.</td>
</tr>
<tr>
<td>Hawkshead</td>
<td>Frequent discharges occur from pumping station. Negotiations are underway for a scheme to solve the issue under AMP4.</td>
</tr>
<tr>
<td>Keswick</td>
<td>In some locations surface water discharges would be an issue where there are no notable surface water networks.</td>
</tr>
<tr>
<td></td>
<td>Significant capacity issues at the wastewater treatment works. United Utilities expect to start on a solution in 2010.</td>
</tr>
<tr>
<td>Staveley</td>
<td>No specific capacity issues were raised.</td>
</tr>
</tbody>
</table>
# Appendix 7 How the Issues and Options are being taken forward in the Core Strategy

<table>
<thead>
<tr>
<th>Core Strategy Policy number</th>
<th>Core Strategy Policy title</th>
<th>Preferred Option number</th>
<th>Issues and Options number</th>
<th>Issues and Options title</th>
<th>Issues and Options not covered by the Core Strategy</th>
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<tbody>
<tr>
<td>CS01</td>
<td>National significance and distinctive nature of the lake district</td>
<td>1 5</td>
<td>3.2</td>
<td>The ‘setting’ of the National Park</td>
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<tr>
<td>CS02</td>
<td>Achieving vibrant and sustainable settlements</td>
<td>4 6</td>
<td>3.1 4.1 25.1</td>
<td>The role of the National Park in the regeneration of Cumbria; The type of development strategy for National Park Reutilising redundant/ derelict buildings</td>
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<td>CS03</td>
<td>Settlement form</td>
<td>7 4.2</td>
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<td>Defining development boundaries</td>
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<td>CS04</td>
<td>North Distinctive Area</td>
<td>3 2.1</td>
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<td>CS05</td>
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<td>CS06</td>
<td>West Distinctive Area</td>
<td>31 3 2.1 12.1</td>
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<td>Development policies which recognise distinctive areas; Dependence on the nuclear industry</td>
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<td>CS07</td>
<td>Central and South East Distinctive Area</td>
<td>21 3</td>
<td>2.1 3.1 28.6</td>
<td>Development policies which recognise distinctive areas; The role of the National Park in the regeneration of Cumbria; University 4 Cumbria</td>
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<tr>
<td>CS08</td>
<td>Windermere waterfront programme</td>
<td>8 3</td>
<td>2.1 18.1</td>
<td>Development policies which recognise distinctive areas; Quality of the townscape</td>
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<td>Achieving design excellence</td>
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<td>1.1 18.1</td>
<td>The Lake District National Park inspiring others; Quality of the townscape</td>
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<tr>
<td>CS11</td>
<td>Sustainable development principles</td>
<td>9 11</td>
<td>40.1 43.1 26.1</td>
<td>Impacts of climate change on our habitats and species; The effects of new development on climate change; The capacity of foul and surface water drainage systems</td>
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<tr>
<td>CS12</td>
<td>Major developments</td>
<td>M and W 3 32</td>
<td>13.1 16.1</td>
<td>Location of new nuclear power stations; Location of sites for the disposal of radioactive waste; None apply</td>
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<td>CS13</td>
<td>Planning obligations</td>
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<td>CS14</td>
<td>Sustainable transport solutions</td>
<td>14 15 16</td>
<td>27.1 27.2 27.3</td>
<td>Volume of traffic on Lake District roads; Parking provision; Impact of traffic on the built and natural environment</td>
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<td>CS15</td>
<td>Maximising energy efficiency</td>
<td>10 11</td>
<td>41.1</td>
<td>Addressing the impacts of climate change through energy</td>
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<td>CS16</td>
<td>Generating renewable and low-carbon energy</td>
<td>10</td>
<td>41.1</td>
<td>Addressing the impacts of climate change through energy use and energy generation; Meeting the demands for renewable energy generation in the Lake District National Park; Demonstration of the wide variety of renewable energy technologies to help people see how they can work</td>
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<td>CS17</td>
<td>Development and flood risk</td>
<td>12</td>
<td>44.1</td>
<td>Mitigation and/or reduction of the effects of localised flooding on river systems; Mitigation and/or reduction of the effects of localised flooding in coastal areas</td>
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<td>CS18</td>
<td>Providing housing</td>
<td>17</td>
<td>20.1</td>
<td>How do we identifying housing need; Meeting identified housing need; Second and holiday homes,</td>
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<td>22.1 Maintaining the supply of small houses 23.1 Replacement dwellings 24.1 The change of use from guest house to dwelling</td>
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<td>CS19</td>
<td>Community, education and health facilities</td>
<td>21</td>
<td>28.1</td>
<td>Providing and retaining health, education, and community facilities; University 4 Cumbria; Threats to the provision of outdoor education centres</td>
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<td>CS20</td>
<td>Vibrant settlement centres</td>
<td>22</td>
<td>28.2</td>
<td>Location of shops, services and facilities; Protecting premises from change of use; Retailing from business premises; Retail outside towns and villages</td>
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<td>CS21</td>
<td>Open spaces and recreation</td>
<td>23</td>
<td>46.1</td>
<td>Good standards of design and management for areas of public space; Providing and maintaining an accessible, healthy and sustainable network of open spaces; Provision of sport, physical recreation and play areas; Deficiencies in recreation and amenity sites; Provision and enhancement of rights of way</td>
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<td>CS22</td>
<td>Employment</td>
<td>26</td>
<td>3.1</td>
<td>The role of the National Park in the regeneration of Cumbria; Encouraging economic activity; Enabling the provision of employment sites and premises; The location of employment sites; Types of employment sites and premises;</td>
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<td>CS23</td>
<td>Farm diversification</td>
<td>27 28 29 30</td>
<td>10.1 10.2 11.1 11.2 25.1</td>
<td>Future viability of farming; Future viability of farming; Farm Diversification; Farm Diversification; Reutilising redundant/derelict buildings</td>
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<tr>
<td>CS24</td>
<td>Delivering sustainable tourism</td>
<td>33 34 36</td>
<td>17.1 17.2 17.5</td>
<td>Location of tourism development; Extending the tourism season; Visitor expectations of better quality accommodation and facilities</td>
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<tr>
<td>CS25</td>
<td>Protecting the spectacular landscape</td>
<td>35 39 40 42 44 45</td>
<td>17.4 17.5 34.1 35.1 39.1</td>
<td>Changing leisure trends; Landscape character and development; Maintenance/enhancement of protected landscapes/features and sites of ecological/archaeological/geological value; Tranquillity;</td>
<td></td>
</tr>
</tbody>
</table>

11.3 Isolated farms and diversification
<p>| CS26, Geodiversity and biodiversity | 35.1 | Maintenance/enhancement of protected landscapes/features and sites of ecological/archaeological/geological value; |
| | 36.1 | Maintenance/enhancement of protected species; |
| | 37.1 | Maintenance/enhancement of other unprotected sites, features (ecological/archaeological or geological) and species |
| | 38.1 | Allowing for development while retaining biodiversity; |
| CS27 The acclaimed historic environment | 35.1 | Maintenance/enhancement of protected landscapes/features and sites of ecological/archaeological/geological value; |
| | 37.1 | Maintenance/enhancement of other unprotected sites, features (ecological/archaeological or geological) and species |
| | 47.1 | Protection of our historic environment; |</p>
<table>
<thead>
<tr>
<th>CS28</th>
<th>Lakeshore development</th>
<th>7 37</th>
<th>19.1</th>
<th>Development pressure for lakeshore sites:</th>
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<tbody>
<tr>
<td>CS29</td>
<td>Mineral extraction</td>
<td>M&amp;W1</td>
<td>14.1</td>
<td>Mineral extraction; The mineral extraction industry</td>
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<tr>
<td>CS30</td>
<td>Safeguarding mineral resources</td>
<td>M&amp;W1</td>
<td>14.2</td>
<td>The mineral extraction industry</td>
</tr>
<tr>
<td>CS31</td>
<td>Waste management</td>
<td>M&amp;W2</td>
<td>15.1</td>
<td>Disposal of waste generated in the National Park; Waste disposal in the National Park</td>
</tr>
</tbody>
</table>
Proposals Map
Chapter 7
Every effort has been made to ensure that the information shown on these plans is correct at time of printing. However, information, designations and allocations can be subject to change. Please check with the Lake District National Park Authority before relying upon information contained in the Proposals Map and Inset Maps.
Lake District National Park

With its world renowned landscape, the National Park is for everyone to enjoy, now and in the future.

It wants a prosperous economy, world class visitor experiences and vibrant communities, to sustain the spectacular landscape.

Everyone involved in running England’s largest and much loved National Park is committed to:

- respecting the past
- caring for the present
- planning for the future

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Photographs by:
Keswick market   Micheal Turner 2005
Sheep in pen   Micheal Turner 2005
Walkers   LDNPA 2006
High Brown Fritillary   RGoodison 2004
Canoeing   LDNPA 2006
Grasmere   Si Homfray 2007
Rushbearing   Dave Willis 2010

Publication number:
10/10/LDNPA/150

In support of our conservation principles, the paper used in this publication is from a sustainable forest.

Alternative formats can be sent to you. Call 01539 724555
Contents of pocket opposite:

Proposals Map
Inset map 1. Ambleside
Inset map 2. Backbarrow/ Haverthwaite
Inset map 7. Glenridding/ Patterdale
Inset map 11. Keswick
Inset map 13. Windermere/ Bowness (2 sides)

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