



Detail of a slate quarry face at Dalt Quarry, Borrowdale



SECTION 2.0

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Introduction

2.0 INTRODUCTION

Welcome to the English Lake District – a unique example of a living, working landscape. This Partnership’s Plan (which we will simply refer to as ‘the Plan’) explains how we, as a collective of 25 key organisations, are working together as part of the Lake District National Park Partnership, with the clear purpose of proactively managing the Lake District as effectively as possible to meet the strategies outlined in this Plan.

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What is the **Lake District National Park Partnership**?

The Partnership is made up of representatives from the public, private, community and voluntary sectors with a shared interest in the Lake District, and is working to an agreed Vision for what the Lake District will be like in 2030.

The Partnership has been established since 2006, but our remit, and the importance of our Partnership approach, is now becoming all the more significant. In early 2014 the UK Government confirmed that it would support a bid to UNESCO in 2016, for the Lake District to be given the highest level of recognition as a unique and globally significant cultural landscape. The timeline for key milestones in the World Heritage Site inscription process are set out in Appendix 4.

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Who is **UNESCO**?

UNESCO is the United Nations Educational, Scientific and Cultural Organisation. It is a specialised agency of the United Nations system, established in 1945 with the objective to contribute to peace and security in the world by promoting collaboration among nations through education, science, culture and communication.

This means that the Lake District could be a World Heritage Site as well as a National Park, recognising the area as one of the most important cultural landscapes in the world. This status, if accorded to the Lake District, will come with a set of obligations that have influenced the directions of management set out in this Plan. At the heart of this is the requirement to maintain and enhance the Outstanding Universal Value of the Site that justifies World Heritage status.

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What is **Outstanding Universal Value**?

Outstanding Universal Value (OUV) means cultural and, or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity.

The Partnership and the Lake District's communities are the custodians of this very special place. World Heritage Site inscription is the ultimate recognition of an area's global significance. We aim to rise to the challenge of managing the whole of the Lake District as a World Heritage Site and a coherent entity and to a consistently high standard. This Plan therefore looks very different to the previous Partnership's Plan, which covered the period 2010 to 2015. This new Plan has a much wider purpose beyond managing the Lake District as a National Park, as it simultaneously provides a management approach appropriate for a World Heritage Site. We strive to strike a perfect balance between allowing this living-working place to thrive and evolve whilst ensuring this does not cause harm to the Lake District's value.

UNESCO requires a World Heritage property to have an appropriate Management Plan or documented management system specifying how the Outstanding Universal Value of the property should be preserved. This directly informs the purpose and content of this Plan.

The purpose of this Plan is to:

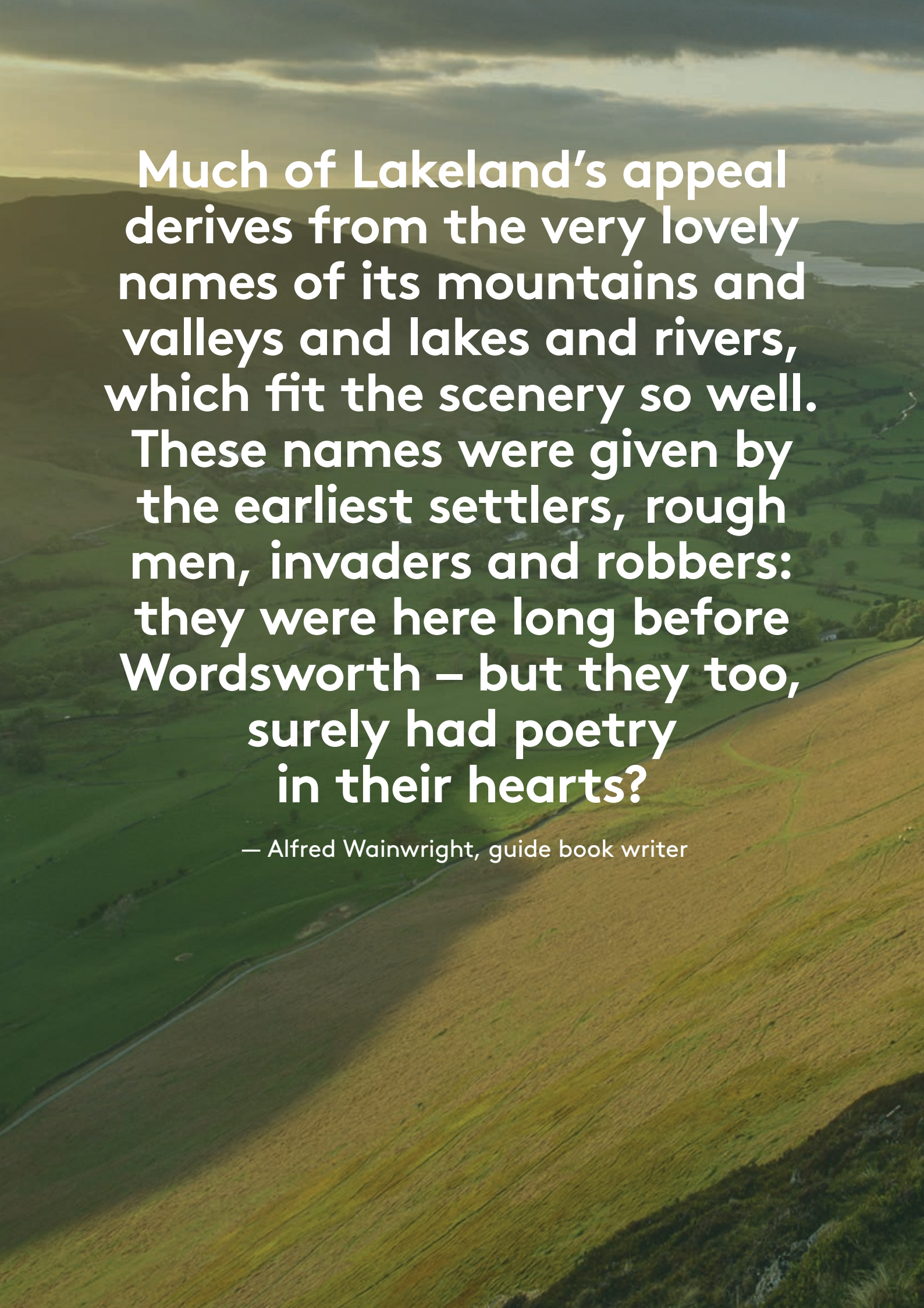
- Explain the reasons for the Lake District's potential inscription as a World Heritage Site
- Describe the extent and diversity of the Lake District, highlighting key features
- Define how we will protect the Outstanding Universal Value through conserving the attributes and Special Qualities of the Lake District Outstanding Universal Value
- Explain how we will strategically manage the Lake District to deliver the Vision (see section 2.5 page 86), meeting the purposes of World Heritage Site and National Park designation
- Describe how we will present and transmit the Lake District so people are aware - and understand the importance - of the Lake District

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What are **Special Qualities**?

Special Qualities are characteristics that distinguish National Parks from each other and from other parts of the country. The list of the Lake District's Special Qualities is outlined in full in Appendix 1.

This Plan establishes a single management approach for an area that potentially has two separate and highly significant designations – both of which normally require management plans in their own right. By integrating these dual management plan requirements into this single Plan, it makes it simpler for stakeholders, residents and businesses, and ensures we are looking at the area holistically and ensuring that the strategic approach we take is consistent and appropriate for both designations.



Much of Lakeland's appeal derives from the very lovely names of its mountains and valleys and lakes and rivers, which fit the scenery so well. These names were given by the earliest settlers, rough men, invaders and robbers: they were here long before Wordsworth – but they too, surely had poetry in their hearts?

– Alfred Wainwright, guide book writer



SECTION 2.1

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The English Lake District's
Outstanding Universal Value

2.1 THE ENGLISH LAKE DISTRICT'S OUTSTANDING UNIVERSAL VALUE

THE ENGLISH LAKE DISTRICT – *THE* DEFINING CULTURAL LANDSCAPE OF ITS TYPE

Centuries of interaction between nature and the activities of local communities, visitors, and industry characterise the cultural landscape of the Lake District.



ABOVE: A shepherd and his dog herding sheep into pens

The World Heritage Site Convention identifies the Outstanding Universal Value of a property as something of cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole.

The English Lake District's Outstanding Universal Value comes from a landscape which reflects an outstanding fusion between a distinctive communal farming system (including common land, hefting, stone walled field and the field system) that has been present for at least a millennium and a "designed landscape" with improvements of villas, picturesque planting and gardens during the 18th and 19th centuries. This combination has attracted and inspired globally recognised writers and artists.

The landscapes qualities have inspired three significant conservation initiatives – the UK National Trust; the UK National Park movement; and the idea of Protected Landscapes as developed by IUCN – which have been influential throughout the world and have underpinned the concept of the World Heritage Cultural Landscape.

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What is **common land**?

Common land is a piece of land in private ownership, where other people have certain legal rights to use it in specified ways, such as being allowed to graze their livestock or gather firewood. Those who have a right of common are known as 'commoners'.

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Who is the **IUCN**?

The IUCN is the International Union for Conservation of Nature. Their objective is to help the world find pragmatic solutions to the most pressing environment and development challenges. Their work focuses on valuing and conserving nature, ensuring effective and equitable governance of its use, and deploying nature-based solutions to global challenges in climate, food and development.

2.1.1 BRIEF SYNOPSIS OF THE ENGLISH LAKE DISTRICT

The English Lake District is a self-contained mountainous area in North West England of some 2,292 square kilometres. Its narrow, glaciated valleys radiating from the central massif with their steep hillsides and slender lakes exhibit an extraordinary beauty and harmony. This is the result of the Lake District's continuing distinctive agro-pastoral traditions based on local breeds of sheep including the Herdwick, on common fell-grazing and relatively independent farmers. These traditions have evolved under the influence of the physical constraints of its mountain setting. The stone-walled fields and rugged farm buildings in their spectacular natural background, form a harmonious beauty that has attracted visitors from the 18th century onwards. Picturesque and

Romantic interest stimulated globally-significant social and cultural forces to appreciate and protect scenic landscapes. Distinguished villas, gardens and formal landscapes were added to augment its picturesque beauty. The Romantic engagement with the Lake District generated new ideas about the relationship between humanity and its environment, including the recognition of harmonious landscape beauty and the validity of emotional response by people to their landscapes. A third key development was the idea that landscape has a value, and that everyone has a right to appreciate and enjoy it. These ideas underpin the global movement of protected areas and the development of recreational experience within them.

The development in the Lake District of the idea of the universal value of scenic landscape, both in itself and in its capacity to nurture and uplift imagination, creativity and spirit, along with threats to the area, led directly to the development of a conservation movement which has had global influence. This influence includes the establishment of the international National Trust movement, the origin of the concept of legally-protected landscapes and the creation of the World Heritage cultural landscape category.

*i***What is the Picturesque movement?**

Picturesque is an aesthetic ideal. The word picturesque means literally “in the manner of a picture; fit to be made into a picture”. Picturesque-hunters visited the Lake District to make sketches from the 18th century.

*i***What is agro-pastoralism?**

The form of farming that combines rearing livestock including both sheep and cattle, and growing crops including hay, cereals, and wood through pollarding and coppicing.

*i***What is Romanticism / the Romantic movement?**

The Romantic movement was an artistic, literary, and intellectual movement that originated in Europe toward the end of the 18th century and in most areas was at its peak in the approximate period from 1800 to 1850.

2.1.2 JUSTIFICATION OF WORLD HERITAGE SITE CRITERIA

Criterion (ii) ... an important interchange of human values over a considerable span of time within a closely defined area.

The harmonious beauty of the Lake District is rooted in the vital interaction between an agro-pastoral land use system and the spectacular natural landscape of mountains, valleys and lakes. In the 18th century the quality of the landscape was recognised and celebrated by the Picturesque Movement, based on ideas related to both Italian and Northern European styles of landscape painting. These ideas were applied to the English Lake District in the form of villas and designed features intended to further augment its beauty. The Picturesque values of landscape appreciation were subsequently transformed by Romantic engagement with the Lake District into a deeper and more balanced appreciation of the significance of landscape, local society and place. This in turn inspired the development of a number of powerful ideas and values including a new relationship between humans and landscape based on emotional engagement, and the universal value of scenic and cultural landscape which transcends traditional property rights. In the Lake District these values led directly to practical conservation initiatives to protect its scenic and cultural qualities which continue today. These values and initiatives, including the concept of protected areas, have been widely adopted and have had a global impact as an important stimulus for landscape conservation.

Criterion (v) ... an outstanding example of a traditional human land-use which is representative of a culture and human interaction with the environment which is vulnerable under the impact of irreversible change.

Land use in the English Lake District derives from a long history of agro-pastoralism. The landscape which has developed is now also a focus for land management for conservation purposes. This landscape is an unrivalled example of a northern European upland agro-pastoral system based on the rearing of cattle and native breeds of sheep, shaped and adapted for over 1000 years to its spectacular mountain environment. This land use continues today in the face of social, economic and environmental pressures. From the late 18th century a new land use developed in parts of the Lake District, designed to augment its beauty through the addition of villas and designed landscapes.

Conservation land management in the English Lake District developed directly from the early conservation initiatives of the 18th and 19th centuries. The primary aims in the Lake District have traditionally been, and continue to be, to maintain the scenic and harmonious beauty of the cultural landscape; to support and maintain traditional agro-pastoral farming; and to provide access and opportunities for people to enjoy the special qualities of the area and have developed in recent times to include enhancement and resilience of the natural environment.

Together these surviving attributes of land use form a distinctive cultural landscape which is outstanding in its harmonious beauty, quality, integrity and on-going utility and its demonstration of human interaction with the environment. The Lake District and its current land use and management exemplify the practical application of the powerful ideas about the value of landscape which originated here and which directly stimulated a landscape conservation movement of global importance.

Criterion (vi) ... being directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

A number of ideas of universal significance are directly and tangibly associated with the English Lake District. These are the recognition of harmonious landscape beauty through the Picturesque Movement; a new relationship between people and landscape built around an emotional response to it, derived initially from Romantic engagement; the idea that landscape has a value and that everyone has a right to appreciate and enjoy it; and the need to protect and manage landscape. Three conservation models of international significance for the establishment of the international conservation movement have developed in the Lake District: the origin of the National Trust movement; the origin of the concept of legally-protected cultural landscapes including national parks; and influence on the creation of the World Heritage cultural landscape category.

These interrelated ideas all emerged from a human response to the Lake District landscape. Many have left their physical mark contributing to the harmonious beauty of a natural landscape modified by a persisting agro-pastoral system (and supported in many cases by conservation initiatives): villas and Picturesque and later landscape improvements; the extent of, and quality of land management within, the National Trust property in the Lake District; the absence of railways and other modern industrial developments as a result of the success of the conservation movement. All these ideas that have derived from the interaction between people and landscape are manifest in the English Lake District today.

2.1.3 AUTHENTICITY OF THE LAKE DISTRICT

As an evolving cultural landscape, the English Lake District conveys its Outstanding Universal Value not only through individual attributes but also in the pattern of their distribution amongst the 13 constituent valleys and their combination to produce an over-arching pattern and system of land use. The key attributes relate to a unique natural landscape which has been shaped by a distinctive and persistent system of agro-pastoral agriculture and local industry with the later overlay of distinguished villas, gardens and formal landscapes influenced by the Picturesque movements; the resulting harmonious beauty of the landscape; the stimulus of the Lake District for artistic creativity and globally influential ideas about landscape; the early origins and ongoing influence of the tourist industry and outdoor movement; and the physical legacy of the conservation movement that developed to protect the Lake District. For further information see Appendix 3.

2.1.4 INTEGRITY OF THE LAKE DISTRICT

The English Lake District nominated World Heritage property is a single, discrete, mountainous area. All the radiating valleys of the Lake District are contained within it. The property is of sufficient size to contain all the attributes of Outstanding Universal Value needed to demonstrate the processes that make this a unique and globally-

significant property. The boundary of the property is the Lake District National Park boundary as designated in 1951 and is established on the basis of both topographic features and local government boundaries. The attributes of Outstanding Universal Value are in generally good condition.

Risks affecting the site include the impact of long-term climate change, economic pressures on the system of traditional agro-pastoral farming and development pressures from tourism. These risks are managed through established systems of land management overseen by members of the Lake District National Park Partnership and through a comprehensive system of development management administered by the National Park Authority. For further information see Appendix 3.

2.1.5 PROTECTION AND MANAGEMENT OF THE LAKE DISTRICT

The site is well protected by international standards, with robust existing UK and local legislative and planning protections in place, large areas of sympathetic land ownership, significant protective land management schemes, and approximately 20 per cent of the site benefits from protective environmental designations such as Sites of Special Scientific Interest (designated under the Wildlife and Countryside Act 1981 as amended), Special Areas of Conservation (EC Habitats Directive) and Special Protection Areas (EC Birds Directive). The most significant of these is the existing designation of the site as the Lake District National Park. There is a mature and well-developed management planning system in the National Park based on statutory requirements. In recent years this has been developed further through the Lake District National Park Partnership, comprising 25 key organisations, which has formally adopted the World Heritage nomination and is committed to protection and management of the site.

In the UK, National Parks are legally protected cultural landscapes. The approach to their management is to ensure that what is special about every National Park is always protected, conserved or enhanced – but within these environmental limits, development and economic activity are actively supported. Thus, while many National Parks in other countries are large natural areas relatively untouched by humans, the UK National Parks are living, working landscapes (in IUCN's system of categorising protected areas, they are Category V Protected Landscapes/Seascapes). On the other hand, many other countries, especially in Europe, have adopted systems of landscape protection similar to (and sometimes influenced in part by) the UK parks; roughly half of all protected areas in Europe are classified as Category V.

Farming, past industry and how communities have adapted to live and work in the Lake District have helped to shape this cultural landscape. But the Lake District has a resident population of approximately 42,000 people, and communities and the economy are always evolving and responding to new challenges and opportunities in order to sustain themselves. So the organic landscape of the Lake District can never be frozen at one point in time and will continue to change, reflecting the evolution of how communities interact with the landscape. Development in the past has left a cultural legacy; so too, development in the present and future will create new cultural values.

2.1.6 PROTECTION OF THE OUTSTANDING UNIVERSAL VALUE

The English National Park designation statutorily requires the natural beauty, wildlife and cultural heritage to be given the greater weight in decision making where there is conflict with other interests. The most important aspects of natural beauty, wildlife, and cultural heritage are reflected by specific Special Qualities; the protection of those Special Qualities is therefore given great weight in decision making. The attributes of Outstanding Universal Value are specific components of these Special Qualities, and consequently benefit from the same decision making principle (the Sandford Principle) which is outlined in the Environment Act 1995.

2.1.7 THE LAKE DISTRICT'S ATTRIBUTES OF OUTSTANDING UNIVERSAL VALUE

Attributes are the qualities that express the universal value described above. A key objective for this Plan is to protect the Outstanding Universal Value through conserving its attributes. Table 1 summarises those attributes that demonstrably contribute to the Lake District's Outstanding Universal Value. These are taken from Appendix 1 which identifies, in full, the attributes of Outstanding Universal Value across the Lake District as a whole; it also identifies specific attributes of Outstanding Universal Value that are either particular or exceptional examples in each of the Lake District's valleys.

The famous English Romantic poet William Wordsworth described individual valleys each with their own specific characteristics. We have developed Wordsworth's basic concept and descriptions to identify the extent of the 13 valleys using catchment boundaries, and District and Parish boundaries (figure 6). The attributes of Outstanding Universal Value demonstrate authenticity and integrity at a 'whole Lake District' scale. They are also represented in all the 13 valleys in different combinations which results in each valley having a distinct and individual character.

TABLE 1 Summary of key attributes of Outstanding Universal Value (from Appendix 1)

THE ENGLISH LAKE DISTRICT'S ATTRIBUTES OF OUTSTANDING UNIVERSAL VALUE
Extraordinary beauty and harmony...
Fusion between a natural landscape, communal farming system....
Landscape that reflects long history of settlement, agriculture and industry, such as ring garth enclosures and intakes
An evolved pastoral system....
Hefted grazing....
Vernacular buildings of a simple functional character....
Distinctive pastoral landscape of harmonious beauty...
It has inspired influential changes in the relationship between humans and landscape....
A vulnerability to industrial and other threats gave rise to the idea that valued landscapes should be nurtured and protected....
It led directly to creation of National Trust....

FIGURE 6 The Lake District's valleys



Over the following pages, we present a series of illustrations (figures 7-21) to show the attributes of Outstanding Universal Value as they manifest themselves in each of these 13 valleys. The valley illustrations inform how we will implement the strategies in this Plan, and indeed other plans, at a local level; the illustrations provide clarity on the presence of the attributes of Outstanding Universal Value and, at a valley scale, where we should be paying particular attention to ensuring they are sustained and protected.

Valley Illustrations and examples of key attributes of Outstanding Universal Value

Figure 7: Illustration of Langdale and images of key attributes

Figure 8: Illustration of Windermere north and images of key attributes

Figure 9: Illustration of Windermere south and images of key attributes

Figure 10: Illustration of Coniston and images of key attributes

Figure 11: Illustration of Duddon and images of key attributes

Figure 12: Illustration of Eskdale and images of key attributes

Figure 13: Illustration of Wasdale and images of key attributes

Figure 14: Illustration of Ennerdale and images of key attributes

Figure 15: Illustration of Buttermere and images of key attributes

Figure 16: Illustration of Borrowdale and Bassenthwaite north and images of key attributes

Figure 17: Illustration of Borrowdale and Bassenthwaite south and images of key attributes

Figure 18: Illustration of Thirlmere and images of key attributes

Figure 19: Illustration of Ullswater and images of key attributes

Figure 20: Illustration of Haweswater and images of key attributes

Figure 21: Illustration of Grasmere, Rydal, Ambleside and images of key attributes

The Valley illustrations and examples of key attributes of Outstanding Universal Value (Figures 7 – 21) are provided as separate electronic documents.

Dora's Field, Rydal. Daffodils were planted by William Wordsworth and his family in memory of his daughter, Dora.



SECTION 2.2

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National Park Special Qualities

2.2 NATIONAL PARK SPECIAL QUALITIES

All English National Parks are statutorily required to identify what Special Qualities they have. Special Qualities distinguish National Parks from each other and other areas of the country. Being clear about what the Lake District's Special Qualities are enables us to protect them and have a platform for effective management. The Lake District has 13 Special Qualities which are summarised below (figure 22).

All of the Special Qualities of the Lake District National Park contribute in different ways to the Outstanding Universal Value of the area as recognised by the World Heritage Site nomination. As this is the case, all of the identified attributes of Outstanding Universal Value are specific aspects of each of the Special Qualities. This means that, in practical terms, the Special Qualities provide an all-encompassing explanation of what is exceptional about the Lake District.

A full description of each Special Quality is provided in Appendix 1.

FIGURE 22 Summaries of the Lake District's Special Qualities and examples of attributes of Outstanding Universal Value

WORLD CLASS CULTURAL LANDSCAPE

- Extraordinary beauty and harmony arising from narrow, radiating valleys, steep fells and slender lakes. Each of the 13 valleys exhibit individual distinctiveness.
- A fusion between a natural landscape, distinctive communal farming system and fine examples of villas, picturesque planting and gardens.
- Grasmere displays a broad combination of attributes including farming, villas, planned landscape, National Trust property and is the key landscape associated with Wordsworth.



ABOVE Grasmere

COMPLEX GEOLOGY AND GEOMORPHOLOGY

- Home to highest mountains and deepest lakes in England, and a history of active geomorphological processes.
- A rich mining and quarrying history including prehistoric stone axe production, copper, and slate has had a significant influence on the physical character of the area and local buildings reflect the use of local raw materials.
- Examples include copper mines and slate quarries at Coniston; Caldbeck Fells geological SSSI, the Central Fell's Neolithic stone axe production.



ABOVE Honister Hause, above Buttermere

RICH ARCHAEOLOGY AND HISTORIC LANDSCAPE

- A landscape that reflects a long history of settlement, agriculture and industry, including 'ring garth' stone wall enclosures of common fields, and 'intakes', hay meadows and pollarded trees that are still in use today.
- Important prehistoric sites that include Neolithic stone circles, rock art, Bronze Age and Iron Age settlements.
- Examples include Swinside stone circle, Ravenglass and Hardknott Roman Forts, Shap Abbey and Force Crag Mine.



ABOVE Hardknott Roman Fort, Eskdale Valley

UNIQUE FARMING HERITAGE AND CONCENTRATION OF COMMON LAND

- An evolved pastoral system still in continuation today characterised by inbye including pastures and hay meadows, intake, outgang, and open fell land use. This includes the largest concentration of common land in United Kingdom.
- Hefted grazing, collective management of land, traditional breeds including Herdwick sheep and hardy cattle, communal gathers, shepherds meets, agricultural shows, and local dialect create a unique heritage.
- Examples include Eskdale Show, Borrowdale Shepherds' Meet and Show; extensive Herdwick hefts on the Duddon, Seathwaite, Torver, Coniston Common; and Yew Tree Farm at Coniston with its traditional buildings, Herdwick sheep and thriving local meat business.



ABOVE Herdwick sheep in Great Langdale

THE HIGH FELLS

- Fells, peaks, crags and passes define valleys, shed water, and shape communities. They are rich in wildlife and archaeological sites, and integral to the hill farming system.
- For centuries people have come to walk them, and they are an inspiration to numerous writers and painters including Wordsworth, Turner and Constable.
- Examples include Scafell and Great Gable; Striding Edge and Helvellyn; the Langdale Pikes; and Haystacks – Wainwright's favourite place.



ABOVE Rugged fell top near Haystacks, Buttermere

WEALTH OF HABITATS AND WILDLIFE

- Habitats have been developing since the retreat of the glaciers 10,000 years ago, and almost 20 per cent of the English Lake District is designated for its biodiversity value.
- An abundance of freshwater habitats including lakes, rivers and tarns support a variety of species. Vegetation transitions from mountain top to valley bottom boasts diverse habitats and species.
- Examples of sites where key species are found include ospreys and Vendace at Bassenthwaite; Red Squirrels from Thirlmere to Borrowdale; juniper at Mosedale; blanket bog at Shap; and Dormice in the Duddon valley.



ABOVE Osprey at Bassenthwaite Lake

MOSAIC OF LAKES, TARNs, RIVERS AND COAST

- Lakes, tarns, rivers and coast collectively contribute to the high quality scenery and natural resource which is so distinctively 'The English Lake District'.
- Becks and rivers have been harnessed to provide power to a variety of industries, and from the 19th century lakes have provided fresh water supplies to expanding cities in the region.



ABOVE St John's Beck, Thirlmere

- Examples include Windermere which is home to the Freshwater Biological Association; Blea Tarn, Langdale; and the River Derwent, Derwent Water and Lake.

EXTENSIVE SEMI-NATURAL WOODLANDS

- Semi-natural woodlands add texture, colour and variety to the landscape. Wood pasture, pollards and old coppice woodland contain one of the greatest concentrations of ancient trees in Europe and form a living record of past land use, form part of the rich cultural landscape.

- Woodlands have provided a source of raw materials for local industries for centuries. They are increasingly valued for carbon sequestration and storage, as a source for renewable woodfuel, and timber products.
- Examples include Borrowdale with its Yews and Atlantic Oak woods; the Keskadale oaks at Newlands; the Rusland woods and the bobbin mill at Stott Park, Finsthwaite.



ABOVE Oak woodland in Borrowdale

DISTINCTIVE BUILDINGS AND SETTLEMENT CHARACTER

- A distinctive settlement character comprising hamlets, villages and small towns which include a range of building types and styles.
- Characterised by vernacular buildings of a simple functional style, often rugged in appearance using local materials. Also home to fine examples of villa architecture.
- Examples include the traditional hamlet of Hartsop; Askham, Caldbeck and Troutbeck Conservation Areas with their links to farming; Belle Isle on Windermere; Claife Viewing Station; and Blackwell at Bowness.



ABOVE The Bridge House, Ambleside

A SOURCE OF ARTISTIC INSPIRATION

- A distinctive pastoral landscape of harmonious beauty which has inspired generations of artists and writers, influenced the Picturesque and Romantic movements and continues to inspire artists today.
- Has inspired influential changes in the relationship between humans and landscape, including recognising the value of landscape for spiritual refreshment and personal development.
- Examples include J. M. W. Turner's painting of the Coniston fells; Wordsworth's home at Dove Cottage – owned by the Wordsworth Trust; Words by the Water at Theatre by the Lake; Grizedale Arts; Aira Force; and Nibthwaite on Coniston Water – inspiration for Arthur Ransome's Swallows and Amazons children's novels.



ABOVE Daffodils at Glencoyne, Ullswater

A MODEL FOR PROTECTING CULTURAL LANDSCAPES

- Vulnerability to industrial and other threats gave rise to the idea that valued landscapes should be nurtured and protected. The English Lake District was the birth place of an innovative conservation movement committed to the defence of landscape and traditional land use.
- Led directly to creation of the National Trust and protection through acquisitions, the formal designation of protected landscapes (UK National Parks), and underpinned development of the category of World Heritage cultural landscape.
- Examples of sites include Hilltop at Sawrey – home of Beatrix Potter; early National Trust acquisitions at Friars Crag, Keswick, and Gowbarrow Fell and Aira Force, Ullswater; Thirlmere and the successful campaign to prevent commercial afforestation in the Central Fells.



ABOVE Burnthwaite Farm, Wasdale Head

A LONG TRADITION OF TOURISM AND OUTDOOR ACTIVITIES

- Provides opportunities for a wide range of sporting and recreational activities on land and water. History of tourism can be traced back to period of the Picturesque movement.
- Birth place of recreational rock climbing, and tradition of unrestricted access to the fells means the English Lake District has become a focus for recreational walking.
- Examples of sites include Napes Needle on Great Gable; Keswick – railway and Victorian hotel hospitality; Wainwright's walking routes; Windermere – lake cruises, sailing, open water swimming; Whinlatter – mountain biking; and youth hostels such as Blacksail.



ABOVE Launch on Coniston Water

OPPORTUNITIES FOR QUIET ENJOYMENT

- Tranquillity of the fells, valleys and lakes gives a sense of space and freedom. They provide opportunities for spiritual refreshment – a release from the pressures of modern day life.
- There is a feeling of wilderness, offering personal challenges for some and impressive open views for everyone.
- Examples of places include the Great Moss below Scafell in the Central Fells – the most tranquil place in the English Lake District; Great Gable – gifted to the National Trust as a memorial to those who died fighting in the First World War; and Ullswater with its steamers and quiet locations such as Howtown.



ABOVE Hartsop Dodd reflected in Brotherswater



Aira Force, Ullswater

SECTION 2.3

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Being a World Heritage Site
and a National Park

2.3 BEING A WORLD HERITAGE SITE AND A NATIONAL PARK

The purposes of World Heritage Site and English National Park designations are different but compatible. It is important to understand these differences to ensure that the management approaches are the best for both designations and complement each other.

World Heritage Site purposes

- “Each State Party to the Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation, and transmission to future generations of the cultural and natural heritage belongs primarily to that State.
- That effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage.”

National Park purposes

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

UK National Park purposes essentially recognise that National Parks are first and foremost protected cultural landscapes where the natural beauty, wildlife and cultural heritage should be conserved and enhanced. The duty upon National Park Authorities to seek to foster the economic and social wellbeing of local communities recognises that aside from the need to protect and promote these designated landscapes, they are also living, working places, where economic and social wellbeing are fundamental to achieving the purposes of designation. Given this socio-economic duty, not all the strategies in this Plan are focused specifically on protecting and conserving the attributes of Outstanding Universal Value and Special Qualities. These wider-ranging strategies are however consistent with strategies focused on protection and conservation, and no conflict should arise between these purposes and duty. The proposal for World Heritage inscription for the Lake District is based on its significance as a cultural landscape. In fact the category of World Heritage cultural landscape arose out of a critical consideration of

the Lake District's nominations in 1986 and 1989. It provoked a debate that led directly to the development of the cultural landscape within the convention. World Heritage cultural landscapes are defined as the "combined works of nature and of man" and are illustrative of the evolution of human society and settlement over time. It is therefore accepted by UNESCO that some cultural landscapes will change although the pace of change is likely to be slow.

Since the management of the National Park gives priority to conservation where a conflict arises between National Park purposes, World Heritage Site status does not represent such a step change for management approaches in the Lake District. We do, of course, need to pay particular attention to managing the attributes of Outstanding Universal Value, which are components of the National Park's Special Qualities, and which underpin World Heritage significance.

2.3.1 WORLD HERITAGE SITE INSCRIPTION

World Heritage sites are inscribed by UNESCO following the adoption of the World Heritage Convention in 1972. The definition of World Heritage and the procedures for inscription and other matters are described in UNESCO's Operational Guidelines for the Implementation of World Heritage. The Operational Guidelines define three categories of World Heritage sites:

- Cultural Sites (which includes Cultural Landscapes),
- Natural Sites, and
- Mixed Cultural and Natural Sites.

The UNESCO Operational Guidelines define World Heritage cultural landscapes as the "combined works of nature and of man". They state that cultural landscapes are

"illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal."

Three main categories of World Heritage cultural landscape are specified in the Operational Guidelines of which the following apply to the Lake District:

"(ii) The second category is the organically evolved landscape. This results from an initial social, economic, administrative, and/or religious imperative and has developed its present form

by association with and in response to its natural environment. Such landscapes reflect that process of evolution in their form and component features.

– a continuing landscape is one which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time it exhibits significant material evidence of its evolution over time.

(iii) The final category is the associative cultural landscape. The inscription of such landscapes on the World Heritage List is justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent.”

Having regard to criteria, we believe that the Lake District satisfies three separate UNESCO criteria for Outstanding Universal Value. The nomination document provides a full analysis and explanation of how these criteria are fully satisfied and **Appendix 2** provides a summary of this.

UNESCO criteria proposed as being applicable to the Lake District:

Outstanding Universal Value

(ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;

(iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;

(vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

The Nomination Document provides a full explanation as to how these criteria apply to the Lake District.

The case for World Heritage Site status has been based on this unique and continuous shaping of the landscape and the global influence that this cultural landscape ultimately

led to. These elements have combined over centuries and their unique interdependence has created the Outstanding Universal Value of the Lake District.

Within the Lake District's 2,292 square kilometres, the precise characteristics of these Special Qualities and attributes of Outstanding Universal Value can vary significantly from area to area – reflecting different topography, environmental conditions, cultures, and socio-economic activities for example.

FIGURE 23 Interrelationship of the elements that contribute to cultural landscape



2.3.3 BUFFER ZONE

No 'buffer zone' is proposed for the World Heritage Site designation. However, the 'setting' of UK National Parks is formally recognised as capable of being a significant material consideration in the determination of planning applications. It is also a requirement in legislation that all relevant authorities and public bodies (such as District Councils and utilities companies) take National Park purposes into account when they make decisions that might affect the National Park or its setting. The setting is most simply described as areas of land or sea either in close proximity or immediately adjacent to the Lake District's boundary, or in any event within zones of visual influence, where inappropriate development in these locations could adversely affect the Special Qualities or Outstanding Universal Value. It is clear that neighbouring planning authorities do take this requirement seriously as they all include policies in their respective Local Plans that seek to protect, conserve and enhance landscape character and features (see Appendix 10 for a list of relevant policies). This means that planning applications for development

outside of the National Park boundary may be refused consent by the relevant local planning authority because of the impact it would have upon areas within the National Park boundary. An example of this may be a wind farm proposal or electricity pylons that may have a zone of visual influence many kilometres beyond the location of the development itself.

2.3.4 FURTHER WORLD HERITAGE SITE DESIGNATION CONSIDERATIONS

All prospective World Heritage Sites must be able to demonstrate that they meet UNESCO's detailed requirements for inscription. The nomination document provides comprehensive evidence and narrative to show how the Lake District meets these requirements, and this Plan demonstrates how the implication of the inscription will be delivered.

The terms used by UNESCO will not be widely recognised, so this section of the Plan outlines some key aspects from World Heritage Site purposes that are of importance to the Lake District's nomination and explains what they mean in practice. Some requirements have a bearing on the strategies we use to manage the Lake District.

The 'authenticity' and 'integrity' of the Lake District's cultural landscape

The Lake District demonstrates a high degree of authenticity in all the attributes which underpin its Outstanding Universal Value. These include the physical elements, traditions, techniques and management of the agro-pastoral farming system; the later development of villas, gardens and formal landscapes of the Picturesque and Romantic periods; and the evidence in the landscape for both the successes and failures of the conservation movement. The 'authenticity' of the site is considered in detail in the nomination document.

The Operational Guidelines define 'integrity' as a measure of the wholeness and intactness of the Site and its attributes. Examining the conditions of integrity therefore requires assessing the extent to which the property:

- "a) includes all elements necessary to express its Outstanding Universal Value;**
- b) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;**
- c) suffers from adverse effects of development and/or neglect."**

Integrity is essentially how much of the site's authenticity is surviving. The nomination document considers the 'integrity' in detail and it is summarised below.

Lake District is a relatively large and diverse area, and whilst it is possible to identify parts of the Lake District that are clearly distinct from one another, the proposed World Heritage site illustrates a clear integrity as a coherent and complete whole, containing all the attributes needed to demonstrate that this is a unique and globally significant site. These include the tangible and intangible elements of the unique fusion of agro-pastoral farming with later landscape developments inspired by the Picturesque movement; the importance of the Lake District for stimulating new Romantic ideas about the relationship between humans and landscape; and the early conservation movement which developed into the current National Park designation and strong presence of the National Trust.

The Operational Guidelines consider whether the conditions of 'authenticity' are met where the cultural values are truthfully and credibly expressed through a variety of attributes including:

- Form and design
- Materials and substance
- Use and function
- Traditions, techniques and management systems
- Location and setting
- Language, and other forms of intangible heritage
- Spirit and feeling, and
- Other internal and external factors

Further consideration of the Lake District's authenticity and integrity is outlined in **Appendix 3**.

'Interpretation' and 'transmission' of the Outstanding Universal Value of the Lake District

The attributes of Outstanding Universal Value are specific, tangible and intangible features that contribute to illustrating (and therefore transmit) World Heritage Site values, for example Brantwood and Dove Cottage.

This Plan not only manages the attributes of Outstanding Universal Value to ensure they are sustained and protected, but it also explores how the Lake District can be used by present and future generations, in a way that ensures its 'Outstanding Universal Value' is widely understood and appreciated.

Education has for many years been at the forefront of National Park activity, relating directly to the second purpose of designation: 'to promote opportunities for the understanding and enjoyment of the special qualities of the National Parks by the public'. Previous Learning Strategies, led by the Lake District National Park Authority but delivered in partnership, have developed key learning messages through the effective use of resources and educational opportunities. However, World Heritage Site status would require further attention to how the Lake District's values are interpreted and transmitted, particularly by international audiences.

We aim to increase understanding and appreciation of the Lake District, helping to build relationships with those that are interested in the Lake District, to encourage a sense of responsibility and understanding towards the conservation and management of the Outstanding Universal Values and Special Qualities. This will also broaden the level of understanding and appreciation of the Lake District across and between generations. We have developed an engagement campaign to inform, inspire, engage and ultimately extend the value of the Lake District's bid for World Heritage status. The campaign centres around three components:

- Extensive customer research: we sent creative packs to people from across the region and various sectors, including 20 schools, interviews and workshops to test out key themes and capture content from them to use in the campaign.
- Authentic voice: we want the campaign to be owned by the people, with them telling their own story rather than messages being pushed out through a broadcast style approach. By doing this we add authenticity, ownership, and it will enable us to extend the reach and longevity of the campaign.
- Breadth and partnership: the campaign has been specifically designed to integrate with existing activity to help utilise as many outlets for engagement as possible.

The basis for our interpretation and learning approach is engagement with place, landscape, nature and culture. We look to provide this through a range of small-scale and distributed projects, activities and community-led initiatives. In this way a wide range of information will be made easily accessible in many ways. In particular we plan to provide:

- information in a variety of forms including online, and in publications;
- opportunities to experience the cultural landscape through live interpretation such as events, shows, festivals, guided walks, and volunteering;
- learning opportunities for local communities and businesses through participation and for everyone through volunteering opportunities;
- learning opportunities through formal education channels from early years to higher education;
- Opportunities to reconnect people with nature.

Delivery of these interpretation and learning objectives is supported specifically by the following strategies in this Plan, and the actions which accompany them:

SL1: A world-class living cultural landscape

SL2: Sustained distinctive and well maintained built and historic environment

SL5: Improved water quality and resources in lakes, tarns, rivers, ground waters, and sea

SL7: Resilient and well-functioning habitats and wildlife

SL8: The continuation of the Lake District as a source of artistic and cultural inspiration

PE2: Availability of a suitably skilled workforce

PE3: Increasing the number of staying visitors

PE4: A Year Round Visitor Industry

VE1: Opportunity for experiences in a unique landscape

VE2: Responsible visiting

VE5: Available and accessible information for visitors

VC1: Pride in and a sense of ownership of the local environment and its distinctive character

The interpretation of the Lake District as a World Heritage Site will be delivered by building on current projects and by developing new initiatives, as outlined by the strategies referred to above. This will range from online resources to activities and taster sessions at the Lake District Visitor Centre. There are targeted initiatives aimed at hard to reach groups (for example, the MOSAIC project), opportunities to volunteer and assist with the management of the Lake District, and there are diverse events from guided mountain walks to village shows.

i**What is the MOSAIC project?**

Mosaic projects finds ways to open National Parks to people who have not visited them before. The current project is focussed on working with 16-25 year olds to offer them new skills and experiences.

'Presentation' of the Lake District to its audiences

With the visitor industry being the principal economic driver in the Lake District, since the area already attracts more than 15 million visitors every year, there is already a well-established visitor offer and an abundance of opportunities to experience the Lake District in different ways.

Our strategy for building upon this, to further enhance access to and enjoyment of the Special Qualities and attributes of Outstanding Universal Value by everyone, is outlined in the 'World Class Visitor Experience' strategies within this Plan. The approach is focused on continuous transmission of the Lake District's values to new visitors and future generations. This requires on-going investment into visitor attractions and infrastructure, such as public footpaths and signage, to make it easy and attractive for visitors to experience the Lake District. The aim is for that experience to enrich understanding and appreciation of the place, whether through adventure, culture and heritage, or through local hospitality, food and drink.



A sort of national
property in which
every man has a right
and interest who has
an eye to perceive and
a heart to enjoy.

— William Wordsworth, poet



SECTION 2.4

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The risks and issues affecting
the Lake District

2.4 THE RISKS AND ISSUES AFFECTING THE LAKE DISTRICT

The living, working cultural landscape of the Lake District means change is both inevitable and essential. The Lake District has evolved for centuries and it will continue to do so. This Plan is focused on ensuring that change is managed in such a way that it will not harm the attributes of Outstanding Universal Value or Special Qualities.

Some risks to the Lake District, including to its Special Qualities and attributes of Outstanding Universal Value, can be directly tackled or mitigated at the local level. But some risks such as natural disaster and disease cannot be controlled or influenced. Instead we have to plan for risks, maximising our resilience and adaptability, and be clear about how we can mitigate any impacts. We have planned for this through the strategies in this Plan.

One of the key ways of managing risks is through the management arrangements and systems in the UK and the Lake District, which are comprehensive. They include the planning framework used to manage development, the statutory duties and responsibilities of the Partnership's constituent organisations, and strategies outlined in this Plan.

This Plan includes a wide range of strategies that are relevant to each of the four themes of the Vision. Some risks require multiple strategies to manage them as the risk is spread across a variety of areas related to the Vision.

We have analysed potential risks and issues and identified some key examples faced by the Lake District today, which are considered below, and in more detail in Appendix 5 identifying how risk will be monitored and managed by specific strategies. We believe that without effective management and intervention, these risks could compromise our ability to deliver the Vision by 2030.

Climate change

A number of risks identified and assessed are associated with global changes to the climate, not least flooding. These changes include more extreme weather events and changing weather patterns such as more variable rainfall, higher temperatures, changes to habitats and rising sea levels, all of which have the potential to impact on the Lake District's values and Special Qualities, and ability to achieve the Vision. Whilst we have little control over climate change at a global level, we can manage, mitigate and adapt to climate change at a local Lake District level as shown by our 'Low Carbon Lake District' project.



i**What is Low Carbon Lake District?**

Low Carbon Lake District is an initiative launched in 2008 that seeks to tackle climate change in the Lake District. The Lake District National Park Partnership works with local businesses, communities and agencies to reduce greenhouse gases and prepare for the impacts of climate change.

Climate change is likely to lead to increased incidents of flooding. We have specific strategies that are focused on developing flood resilience management and adaptation, as well as defence.

Climate change requires a strategic response that is embedded across everything we do, across all four themes of the Vision. Everything we do can have a positive or negative impact on climate change, or make the Lake District less or more resilient. Our strategic response to the risks that climate change presents to the Vision, Special Qualities and attributes of Outstanding Universal Values must be holistic, rather than compartmentalised to a single strategy.

Climate change will have a direct impact upon what the Lake District looks like and how its environment, society, and economy function in the future. We have embedded what we know about climate change into all aspects of this Plan, for example the importance of carbon stores in the Lake District's woodlands and peatlands. We intend for all our strategies in this Plan, directly or indirectly, to make a positive impact in reducing the Lake District's contribution to global climate change or to assist in adapting to the effects. Our strategic approach to visitor travel and movement, for example, is focused on enhancing visitor experiences by making moving through the Lake District without a car easy and attractive. However, this approach also offers significant carbon saving potential.

Reconciling tensions between managing the cultural landscape and enhancing the natural environment

This plan is about securing the long-term sustainability of the Lake District as a place of natural beauty, wildlife and cultural heritage, supporting and supported by vibrant communities and a prosperous economy. It recognises significant concerns regarding the financial and social viability of hill farming and upland land management. It also recognises that the cultural landscape faces significant challenges regarding biodiversity loss and ecosystem function. We believe our approach to enhancing the natural environment can and will benefit those working the land, through securing continued public support and investment and the development of new markets, whilst ensuring that the Special Qualities and attributes of Outstanding Universal Value of the cultural landscape are not compromised, but instead evolve.

Upland hill farming is one of the key activities which have shaped the Lake District's cultural landscape. It has contributed so much to the Lake District we see today and will continue to do so in the future. However, farming in the Lake District presents its

own unique combination of challenges. These challenges present risks to the future management and appearance of the Lake District, including its cultural traditions.

Issues such as an ageing farming population, future land ownership and tenancy changes, the changing nature of subsidy and Common Agricultural Policy (CAP) reform will all have a bearing on how farming manages the cultural landscape.

CAP reform in particular will have immediate and potentially significant implications for Lake District upland hill farming. This European Union-led initiative will reduce the overall budget for supporting farming, and it will give greater emphasis on improving CAP's capacity to deliver environmental benefit. The UK government has always made clear that its aim is a move away from subsidies and market interventions. CAP reform is becoming more focused on paying farmers for public goods that the market otherwise would not reward, such as protecting the natural environment and supporting biodiversity.

Whilst it is in principle a positive step for there to be greater environmental focus and more incentives for environmental improvements delivered through farming practices, CAP reform will inevitably both encourage an increased rate of evolution in how land is managed, and for already marginal farming businesses, it could raise questions over their viable continuation.

There is a wider challenge for farming and land management. This is to continue to adapt and evolve in a way which strikes the most appropriate balance between what are sometimes competing interests of maintaining traditional farming models, improving the natural environment, and profitability. We are aware of these inherent interdependencies and we have identified further research in Section 7 that will assist decision-making that will affect the continual evolution of the industry. Our strategic approach in this Plan is to provide a framework for decision-making which informs thinking and projects by setting out the outcomes we are seeking for each interest.

Biodiversity decline

Despite the increasing emphasis on biodiversity and environmental improvements at European and national levels, there is evidence of ongoing pressures and a decline in biodiversity across the UK, and locally.

Biodiversity includes all species of animals and plants - everything that is alive on our planet. The Lake District is represented by a rich array of plant and animal species found in habitats and ecosystems which reflect the influence of geology, climate, and human activity that has developed since the end of the last ice age about 10,000 years ago. There is known to be decline in biodiversity across the country. The State of Nature Report (State of Nature Partnership: May 2013) reported that species are faring worse in the uplands than in any other UK habitat. Looking at the UK as a whole, the report found that of 877 monitored upland species, 65 per cent have declined, 35 per cent of which have declined strongly. This trend is reflected locally by 75 per cent of Lake District sites that are protected for their biodiversity (SACs, SPAs and SSSI) being categorised as in 'unfavourable condition'.

The risk to biodiversity is not confined to protected sites, and any decline poses risks beyond species and habitats to a variety of aspects of the Lake District and the ecosystem services it provides, from clean water and air, high quality food, wood products and carbon storage, to recreation and spiritual refreshment. Yet this statistic tells only part of the story. Concerted efforts by environmental partners alongside land managers have brought many of these sites into management agreements. Through securing sensitive and restorative management actions on a landscape scale, 24 per cent and 67 per cent of protected sites within the Lake District National Park are in 'Favourable' or 'Unfavourable Recovering' condition respectively. However, these sensitive habitats are not static and it is clear that for these habitats to achieve and remain at favourable condition we must work together in the long term and continue to build on what we have achieved to date.

'Biodiversity 2020: A Strategy for England's wildlife and ecosystem services' is the Government's strategy for people and wildlife in England. Published in 2011 it builds on the Government's Natural Environment White Paper and provides the context for meeting our international and national commitments to biodiversity under the Convention on Biological Diversity. Its overarching objective is "to halt overall biodiversity loss, support healthy well-functioning ecosystems and establish coherent ecological networks, with more and better places for nature for the benefit of wildlife and people".

Our approach to protecting and enhancing the natural environment in the Lake District will support the delivery of the UK Government's Biodiversity 2020 strategy, recognising this will require new approaches to restoring biodiversity at the landscape level. In other words, an integrated landscape approach is needed if we are to halt and reverse biodiversity decline. This goes beyond just protected sites and recognises that the Lake District's environment offers potential to provide wider biodiversity improvements. This will however necessitate a change of approach to how we currently manage our landscape, enabling the delivery of bigger, better and more joined resilient habitats, towards rebuilding functioning ecosystems. This approach not only benefits biodiversity but seeks to improve a range of ecosystem services through the restoration of functional ecosystems. It also requires us to promote change in the way land is managed and accepts that the cultural landscape will continue to evolve through managed change.

i**What are ecosystem services?**

Examples of ecosystem services include products such as food and water, regulation of floods, soil erosion and disease outbreaks, and non-material benefits such as recreational and spiritual benefits in natural areas. The term 'services' is usually used to encompass the tangible and intangible benefits that humans obtain from ecosystems, which are sometimes separated into 'goods' and 'services'.

Our challenge is to enable this evolution without harm to any Special Qualities or the Outstanding Universal Value of the Lake District, recognising that the landscape, its culture and traditions, have evolved over centuries. We will support a managed approach to deliver a rich and sustainable natural environment which provides a viable future for those whose livelihoods have long been intertwined with the health of the landscape – and this is the focus of the relevant strategies in this Plan.

Diseases and pests, including non-native species

The Lake District has faced a number of outbreaks of disease in recent years including foot and mouth disease, and Dutch elm disease, and continues to face threats from ash dieback, squirrel pox virus, and disease in larch and juniper. If left unmanaged these diseases could significantly change the landscape we see today. The sheer diversity and unpredictability of disease threats mean the impacts can be wide ranging, and their management is complicated as disease can threaten habitats, species, people and livestock.

There is also a significant and growing threat to the Lake District from non-native invasive species, for example, some river corridors are increasingly dominated by Himalayan Balsam, or American Signal Crayfish.

Our approach to managing the risk of disease and non-native species is to monitor threats, establish the nature and likelihood of the risk, and respond as appropriate to mitigate against the threats. We will also increase the resilience to the risk of disease, for example by increasing diversity in tree species. Where disease or non-native species do impact on the Lake District we will take a planned approach to landscape restoration to minimise harm to the landscape, and any other interventions as may be most appropriate or necessary.

Visitor management

The Lake District has a long history of people coming to enjoy the Lake District; this history of tourism and tradition of outdoor activities is recognised as one of the Lake District's Special Qualities. The Lake District attracts in excess of 15 million visitors every year, therefore management of visitors is essential to sustain the Lake District's Special Qualities and Values.

It is inevitable with such high numbers of visitors, many of whom visit during spring and summer, that this can create pressures on local communities, infrastructure, services, and the visitor offer that is available in the Lake District. Issues such as congestion on the road network, in towns and villages, and on the rights of way networks will be managed through visitor movement strategies in this Plan. We recognise that we can influence visitor movement before the visitor even arrives in the Lake District by providing appropriate information and attractive sustainable travel options which make movement part of the visitor experience.

The impact of outdoor activities creates pressures on rights of way networks, habitats, and local communities who provide important services such as mountain rescue. We

seek to manage risk associated with the impact of outdoor activities through strategies developed in this plan and working with interested parties at a local level. We are developing and encouraging 'responsible visiting' so visitors can put something back into the Lake District and know that their visit is not harming the very things they are coming to see and experience, for example, schemes where small monetary contributions are added to hotel bookings.

Our strategic response to visitor management is outlined in this Plan and relevant sections of the Local Plan (see Appendix 10). For example, the concept of Showcase Areas as a means of managing visitor demands and pressures has been introduced in key visitor locations which have a proliferation of attributes of Outstanding Universal Value. As such we will not be producing a separate visitor management plan for the Lake District. This is because the Lake District already welcomes millions of visitors each year and has a long history of managing visitors. The issues and risks are wide ranging, and have the potential to influence everything from the economy, to the landscape, to communities. We believe it is important to manage visitor experience and pressures in the wider context captured by this Plan, rather than an isolated strategic response.

Impacts of development

New development has the potential to impact both positively and negatively on the Lake District's Special Qualities and Values. National Park Authorities have a duty to "seek to foster the economic and social well-being of local communities", and other public bodies have a duty to have regard to the purposes for which National Parks are designated. Therefore, we recognise the Lake District will continue to evolve and new development will take place. We use these development opportunities to have a positive impact upon the Lake District, sustaining its Special Qualities and its Outstanding Universal Value. Our approach to managing development in the Lake District is primarily through the implementation of the Lake District Local Plan, which as a statutory development plan provides the detailed strategic development framework focussed on delivering the Vision by 2030. It is through this strategic framework we can manage issues such as landscape change and visual impact, deterioration or loss of habitats, threats to species, addressing housing needs, pressures for local building materials, maintaining water supplies to North West England, flood risk, and protection of important sites and buildings.

The Local Plan was written with the aim of supporting the delivery of the Vision. This means it supports development of a type and scale that makes a positive contribution to the Lake District's vibrancy and prosperity, safeguarding and where possible enhancing the environment, it's Special Qualities and now it's Outstanding Universal Value. This plan-led approach has proved to be highly effective in delivering successful developments in a sensitive setting, and equally it has resisted the inappropriate, harmful development proposals.

Some developments are of a scale and nature that are classed as nationally significant infrastructure projects (NSIPs). NSIPs are usually large scale developments such as new harbours, power generating stations (including wind farms), and electricity transmission lines, which require a type of consent known as 'development consent' under

procedures governed by the Planning Act 2008 and amended by the Localism Act 2011.

For NSIPs, the Lake District National Park Authority is not the decision-maker, unlike for other development proposals. Under the Localism Act 2011, the Planning Inspectorate became the agency responsible for operating the planning process for NSIPs.

Any developer wishing to construct an NSIP must first apply for consent to do so. For such projects, the Planning Inspectorate examines the application and will make a recommendation to the relevant Secretary of State, who will make the decision on whether to grant or to refuse development consent. The Lake District National Park Authority would be a consultee in the process alongside other partners and stakeholders.

National Park designations are recognised in national planning guidance and the principle of avoiding adverse impacts upon both National Parks and World Heritage Sites wherever possible is established. There is nevertheless an ongoing risk that a NSIP could be proposed and approved where on balance the negative effects upon the Lake District were deemed to be outweighed by the benefits of a proposal. An effective management plan will go some way to mitigate this risk, not least because this Plan represents the consensus view of 25 partners.

Some existing developments also pose inherent risks to the Lake District's conservation. The Sellafield nuclear reprocessing plant for example could cause catastrophic harm to the Lake District and much further afield if there was a major failure or other disaster at the plant. The nuclear industry's operation, including security, is heavily regulated and the operator effectively manages wide-ranging safeguards. This means that this type of threat is very low; it is not the purpose of this Plan to duplicate external management arrangements of this type and because of their effectiveness this Plan does not attempt any additional management or mitigation of the risk.

Decline of rural communities and rural isolation

Many of the Lake District's rural communities face a number of challenges. High visitor numbers can benefit communities by increasing the number of local services and public transport options in an area, which would not otherwise be available. Equally, the popularity of the Lake District can adversely impact communities; it creates pockets of acute pressure for local housing for example, pushing prices up significantly. In some communities, the lack of homes in permanent occupancy is affecting the viability of local services such as schools and GP surgeries.

The types of issues and the consequent changing demographics of the population presents a risk to the long term future of rural communities in the Lake District, and we recognise that there may be much wider impacts. Our strategies seek to address issues and challenges faced by rural communities to ensure they are sustained, along with local cultural traditions and knowledge. Indeed, appropriate developments to meet local needs and to support a thriving and prosperous economy are pivotal in countering such problems, so the Local Plan once again features heavily as one of the tools for addressing some of the challenges of living and working in the Lake District.

OXEN PARK COLTON
SATTERTHWAITE 2½
SILVERSTON GRIZEDALE 3¼
7¾

RUSLAND CROSS ¾
HAVERTHWAITE 4¼
NEWBY BRIDGE 3¾

RUSLAND CHURCH
& PARISH ROOM

A wooden 'fingerpost' sign in the Coniston Valley

SECTION 2.5

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Management and the protection
of the Lake District

2.5 MANAGEMENT AND THE PROTECTION OF THE LAKE DISTRICT

As places which are considered to have special importance to everyone and which represent the most significant, unique or best examples of the world's cultural and/or natural heritage, World Heritage Sites are recognised by UNESCO through the World Heritage Convention 1972, to ensure:

“Each State Party to the Convention recognises that the duty of ensuring the **identification, protection, conservation, presentation, and transmission to future generations of the cultural and natural heritage belongs primarily to that State. It will do all it can to this end, to the **utmost** of its own resources ...”** and

“That effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage.”

2.5.1 PROTECTION AND CONSERVATION THROUGH MANAGEMENT AND GOVERNANCE

The UK, and in particular English National Parks, has highly effective, comprehensive and robust management and governance arrangements in place. This means that the Lake District is well protected, by international standards, with robust existing UK and local legislative and planning frameworks in place, large areas of sympathetic land ownership, significant protective land management schemes, and an appropriate management structure behind it provides the framework within which Outstanding Universal Value and Special Qualities can be protected and the policies and actions in this plan set out how this will be achieved. The most significant of these is the existing designation of the site as the Lake District National Park (LDNP). The UK Government's National Planning Policy Framework (NPPF) promotes sustainable development that is consistent with National Park purposes, and in all decision-making and strategic management decisions, the Sandford Principle applies, which states that where there is conflict between meeting National Park purposes, greater weight shall be attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area.

The Lake District National Park Partnership's endorsement of a shared Vision for the Lake District in 2006 and a commitment to work together to achieve it was a significant success.

What this Partnership approach achieves is a comprehensive, integrated management system for the Lake District, which aligns a whole range of organisational priorities and systems to form a single strategy for the Lake District. This single strategy, expressed in this Plan, is dedicated to delivering the Vision.

The Lake District National Park Partnership

The management approach that has been adopted in the Lake District by far exceeds the statutory requirements of the National Park Authority of producing a Management Plan, and public bodies having regard to National Park purposes. The establishment of the Lake District National Park Partnership in 2006 brought together all the key stakeholders with influence on the future of the Lake District – and in 2010 the Partnership adopted their first Partnership's Plan, which was a wholly new approach to the statutory management plan required for every National Park. Every partner endorsed and had ownership of the Plan.

All Partners, including the Lake District National Park Authority, have an equal standing on the Lake District National Park Partnership. The Partnership is made up of representatives from the public, private, community and voluntary sectors. 25 partner organisations in all have adopted a shared Vision which it is committed to achieving by 2030.

The Partnership is the first in the English family of National Parks to come together in this way and remains unique in its approach. The breadth and diversity of its membership is a key strength, particularly as it includes representatives from private, community, voluntary and public sectors such as the National Farmers Union, Cumbria Tourism, and Cumbria Association of Local Councils. The all-encompassing nature of the Partnership, representing all of the main interests in the Lake District, gives this approach credibility and strength. The Partnership's existence is a reflection of long established successful management of the Lake District, and the formalised Partnership approach since 2006 is the product of a collective recognition and commitment to work as effectively and efficiently as possible together, in the best interests of the Lake District. Other key partner agencies have statutory responsibilities that relate to the management of the Lake District's Special Qualities.

For instance, Natural England is the government agency whose general purpose is to ensure that the natural environment is conserved, enhanced and managed for the benefit of present and future generations. Their role includes the protection of designated wildlife sites and giving advice and incentives for site management. Natural England's purpose fits very closely with National Park purposes and they are an important delivery partner.

The Forestry Commission is another one of the 25 partners, and they own approximately 5 per cent of the Lake District area, and are also the non-Ministerial

Government Department responsible for forestry in Great Britain. Historic England is the Government's adviser on the historic environment, with a statutory duty to conserve the historic places and to promote public understanding and enjoyment of the heritage.

The Environment Agency has statutory duties and powers to protect and improve the environment in England. Water quality, water resources management, and flood risk management are all important in the Lake District, and effects of climate change will make them all the more critical in the future. The National Trust is another example of a partner, but is unique in that its birth arose from the same conservation movement in the Lake District that led to the creation of the UK's National Parks. The National Trust owns 19 per cent of Lake District area.

Every partner is of equal importance to the effective functioning of the Partnership, as it is its diversity of representation that makes it a driving force for the Lake District's management – its strength is provided by the shared commitment to a single Vision for the Lake District.

The Partnership has now reached maturity and all 25 partners are working effectively together under an agreed Memorandum of Understanding (Appendix 4) to focus on delivering the Vision. We have collective commitment to the World Heritage Site bid and the obligations that we are committing to.

Lake District National Park Authority

The Lake District National Park was designated on 9 May and founded on 13 August 1951. As set out in UK national legislation The Environment Act 1995, the Lake District National Park Authority's statutory purposes are:

- **To conserve and enhance the natural beauty, wildlife and cultural heritage of the Lake District National Park; and**
- **To promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.**

It also has a duty in pursuing those purposes:

- **To seek to foster the economic and social wellbeing of local communities within the National Park by working closely with the agencies and local authorities responsible for these matters, but without incurring significant expenditure.**

Section 62 of the Environment Act 1995 makes clear that if National Park purposes are in conflict then conservation must have priority. This is known as the 'Sandford Principle' and stems from the Sandford Committee's recommendation, in 1974, that enjoyment of the National Parks 'shall be in a manner and by such means as will leave their natural beauty unimpaired for the enjoyment of this and future generations'.

The Lake District National Park Authority is the Local Planning Authority responsible for making town and country planning policy, taking decisions on applications and securing compliance. It is also the minerals and waste planning authority for the Lake District National Park. The Lake District National Park Authority has an up-to-date Local Plan,

comprising of three parts. The Core Strategy (Local Plan Part 1) sets out the development strategy for the Lake District, both thematically and spatially. Part 2 establishes a range of land allocations to assist with the supply of housing and employment developments, and identifies important open spaces. Part 3 identifies areas and criteria to apply to safeguard land for minerals extraction.

The Local Plan is one of the main ways of delivering this Partnership's Plan, by guiding decisions about physical development ensuring they are consistent with the Vision, including safeguarding Special Qualities and the Outstanding Universal Value of the Lake District. The Local Plan is informed by the Partnership's Plan, the key policies of the Local Plan that seek to protect the Lake District are outlined in Appendix 10, and the complete documents are available at www.lakedistrict.gov.uk/planning/planningpolicies. The way in which the National Park Authority implements these Local Plan policies is based on the Distinctive Area approach embedded in the Local Plan. These Distinctive Areas (see figure 24) are used to guide both strategic planning matters and the Authority's way of working with local communities, particularly through its Ranger and Development Management services. The Authority's Officers and Members use this Distinctive Area approach to coordinate area based strategy and delivery, focused on implementing the Local Plan. Together with effective, locally distinctive implementation of other strategies, this Distinctive Area approach is of particular relevance to the Authority's role in supporting the delivery of the Partnership's Plan as this established way of working is consistent with, and contributes to, the valley scale approach (see section 2.5) that all 25 partners are committed to.

All three parts of the Local Plan referred to above were statutorily subject to independent examinations in public before they were finalised. The purpose of these examinations was to ensure that the policies and proposals within them were the most appropriate for the National Park, taking into account National Park purposes, national policies, local issues and the needs and aspirations of communities. These examinations concluded that our approach is, in all instances, justified and effective, and therefore the Plans could be finalised and used as planning policies.

Members of the Lake District National Park Authority represent the public interest, and are appointed by various public bodies. There are 20 members:

- 5 appointed by Cumbria County Council
- 5 by the Borough and District Councils with areas in the National Park which are Allerdale, Copeland, Eden and South Lakeland
- 5 appointed by the Secretary of State (Parish Council) to represent local interest
- 5 appointed by the Secretary of State (National) to represent the national interest

Their business is conducted through meetings of the Authority and its committees, which includes 'Park Strategy and Vision', 'Development Control', 'Rights of Way', 'Governance', 'Resources', and 'Executive Performance'.

The Lake District National Park Authority has an Executive Board of the Chief Executive and two Directors covering Sustainable Development and Resources and Communications. The management structure comprises six service areas with a staff of around 200 and volunteers numbering around 400.

FIGURE 24 Lake District Distinctive Areas



- Nominated Property boundary
- Distinctive Area:
- North
- East
- Central and South East
- South
- West

Local government

In local government, councils make and carry out decisions on local services. Many parts of England have 2 tiers of local government: county councils and district, borough or city councils. This is the case in Cumbria. As well as these, most areas also have parish or town councils.

TABLE 2 Local government in Cumbria

LOCAL GOVERNMENT IN CUMBRIA	
Cumbria County Council www.cumbria.gov.uk	Provide a range of community services including; social care and welfare, education, transport, waste management, registration
Allerdale Borough Council www.allerdale.gov.uk Copeland Borough Council www.copelandbc.gov.uk Eden District Council www.eden.gov.uk South Lakeland District Council www.southlakeland.gov.uk	Provide a range of community services including; housing, environmental health, licensing, leisure, and Local Planning Authority for making town and country planning policy, taking decisions on applications and securing compliance. (The Lake District National Park Authority is the Local Planning Authority for all purposes within its administrative boundary)
Town and parish councils www.calc.org.uk	Parishes are the smallest areas of civil administration in England and their Town and Parish Councils provide the statutory tier of local government closest to the people; give views, on behalf of the community, on planning applications and other proposals that affect the parish and undertake projects and schemes that benefit local residents. They help the other tiers of local government keep in touch with their local communities

The range of community services and functions provided by different tiers of local government across the Lake District makes the role of the Lake District National Park Partnership all the more important - it provides the forum for these bodies to come together to deliver services to meet the needs of communities in the Lake District.

UK Government

The UK government is ultimately responsible for all policy and decisions, and developing laws that provide a context for the management of the Lake District. These laws go through several stages before they are passed by Parliament. The UK Government is the State Party to the World Heritage Convention with overall responsibility for meeting the UK's World Heritage site obligations. Delivery of the UK's obligations in the Lake District under the convention rests principally with three government departments:

The Department for Culture, Media & Sport (DCMS) is the lead department for World Heritage. In addition it has a remit for the protection and promotion of England's cultural and artistic heritage meaning they are responsible for designation of historic assets such as ancient monuments and listed buildings. DCMS are advised by Historic England, a non-departmental public body responsible for advising government on

historic environment in England, and advising DCMS on application of the World Heritage Convention. DCMS also supports the tourism industry, and encourages better broadband connectivity in rural areas such as the Lake District.

The Department for Environment, Farming and Rural Affairs (DEFRA) is responsible for environmental protection, food production and standards, agriculture, fisheries and rural communities. DEFRA is responsible for designations of natural heritage, including sites protected under the Birds and Habitats Directives. DEFRA is also specifically responsible for ensuring National Parks in England conserve and enhance the natural beauty, wildlife, and cultural heritage, promote opportunities for understanding and enjoyment, and foster social and economic wellbeing. DEFRA sponsors several environmental agencies and public bodies that include the National Park Authorities, the Environment Agency, Forestry Commission, and Natural England (see above). Grant support to these agencies and bodies, and payment schemes such as agri-environment schemes, help to sustain and enhance the National Parks. DEFRA has set out current government policy for the national parks in the UK National Parks and the Broads UK Government Vision and Circular (2010).

The Department for Communities and Local Government (DCLG) is responsible for planning, housing, local government, building regulations, and community cohesion in England. DCLG issued the National Planning Policy Framework (2012) which sets out the strategic approach to planning in England. Policies and decisions made by DCLG, and public bodies that it supports have significant impacts on Lake District communities in particular. For example the Homes and Communities Agency provides funding for affordable homes, which has benefitted many Lake District communities in recent years.

The UK government system has produced a robust planning system with special provision for protection of the historic environment, and landscape.

2.5.2 THE UK PLANNING SYSTEM AND RELEVANT LEGISLATION FOR PROTECTING AND CONSERVING THE LAKE DISTRICT

It is UK Government policy that the purpose of the planning system is to contribute to the achievement of sustainable development. The primary legislation of the UK planning system is the Town and Country Planning Act 1990, as amended, and with a wealth of subordinate legislation; it builds on legislation that dates back to 1947. Under the Town and Country Planning system, most forms of significant development and changes in land use in open countryside, towns and villages requires a planning application to be made to the local planning authority – of which the Lake District National Park Authority is one. Decisions are taken against national guidance in the form of the National Planning Policy Framework, UK Marine Policy Statement, local guidance and planning policies in the form of Local Plans – the Lake District Local Plan, and relevant material considerations. The National Planning Policy Framework makes it clear that development that harms the significance of heritage assets cannot be regarded as sustainable development.

Planning applications are assessed by professionally qualified planners who oversee the process of plan production and all aspects of development management. To back up these powers of development management, the local planning authority is empowered to take enforcement action against development that proceeds without planning permission. Enforcement action can be initiated against unauthorised development through legal proceedings with financial penalties against offenders where enforcement notices are upheld. The National Park Authority is also the planning authority for minerals and produces a Minerals Local Plan which covers mining, quarrying and other mineral extraction.

The National Park Authority prepares the Lake District Local Plan which contains the local planning policies for the nominated Site. The Local Plan is made up of a suite of documents and guidance including the Core Strategy which describes the overarching planning policies including those relating to minerals planning, the Allocations of Land Plan which outlines those sites that have been professionally assessed to accommodate future development, the Minerals Safeguarding Areas which identifies where important mineral resources exist, and Saved Planning Policies which contain more detailed policies relating to specific issues. The Local Plan also includes Supplementary Planning Documents which provides more detailed guidance on Wind Energy, Landscape Character, Housing Provision, and Ambleside Campus. These planning policies contained in the Local Plan cover a wide range of issues designed to protect and manage the evolution of the cultural landscape of the nominated Site, and recognise the highest regard that national Government holds national park landscapes in.

In addition to the planning system which guides land use planning decisions there is a wide range of other important legislation that influences what takes place and decisions in the Lake District (Table 3).

TABLE 3 Key legislation for management and protection of the Lake District

LEGISLATION	SUMMARY OF LEGISLATION
The National Parks and Access to the Countryside Act 1949 (The 1949 Act)	Made provision for the creation of National Parks and the establishment of a National Parks Commission. The 1949 Act defines the purposes as being to conserve and enhance natural beauty, wildlife, and cultural heritage and to promote opportunities for understanding and enjoyment of the special qualities of the National Parks by the public.
The Environment Act 1995 (The 1995 Act)	Each national park is now managed by its own national park authority since April 1997. The purposes and duties of National Parks were reformulated, and they re-state the statutory purposes for designating a National Park set out in the 1949 Act. The 1995 Act gives statutory force to the recognition that these purposes can conflict: in such cases, under the "Sandford Principle" , conservation comes first.
The Countryside and Rights of Way Act 2000 (CRoW Act 2000)	The CRoW Act 2000 provides for public access on foot to certain types of land, amends the law relating to public rights of way, increases protection for Sites of Special Scientific Interest, and strengthens wildlife enforcement legislation.

LEGISLATION	SUMMARY OF LEGISLATION
Natural Environment and Rural Communities Act 2006	<p>The 2006 Act gives effect to a number of recommendations made in the 2002 DEFRA review including:</p> <ul style="list-style-type: none"> • Providing the Secretary of State with more flexibility in setting the balance of membership of National Park Authorities • The removal of the spending constraint within the duty to seek to foster economic growth and social well-being of local communities. • The power to make their own Traffic Regulation Orders in respect of rights of way and unsealed roads in National Parks
Marine and Coastal Access Act 2009	<p>The Marine and Coastal Access Act provides a framework for a new system of marine planning and streamlined marine licensing regime, including the production of Marine Policy Statements and a series of marine plans.</p>
The Planning (Listed Buildings and Conservation Areas) Act 1990	<p>The government maintains a list of buildings of special architectural or historic interest, and operates a Listed Buildings Consent process managed by Local Planning Authorities to control the works which affect them. This Act also gives Authorities powers to designate areas of historical or architectural importance, including powers to control works within these areas through a Conservation Area Consent process</p>
The Ancient Monuments and Archaeological Areas Act 1979 (The 1979 Act)	<p>The 1979 Act provides the statutory framework under which a schedule of archaeological and historical monuments deemed to be of national importance is established and maintained. It is also the basis for protecting these sites and controlling works to them through a formal system of Scheduled Monument Consent.</p>
Commons Act 2006	<p>The Commons Act 2006 aims to protect areas of common land, in a sustainable manner delivering benefits for farming, public access, and biodiversity:</p> <ul style="list-style-type: none"> • the act enables commons to be managed more sustainably by commoners and landowners working together through commons councils with powers to regulate grazing and other agricultural activities • it provides better protection for common land and greens • the act prohibits the severance of common rights, preventing commoners from selling, leasing or letting their rights away from the property to which rights are attached
The Wildlife and Countryside Act 1981	<p>The Wildlife and Countryside Act 1981 gives protection to native species, especially those at threat, controls the release of non-native species, enhances the protection of SSSIs and builds upon the rights of way rules in the National Parks and Access to the Countryside Act 1949.</p>
Water Resources Act 1991	<p>The Water Resources Act 1991 regulates water resources, water quality and pollution, and flood defence. The Act provides the general structure for the management of water resources, explains the standards expected for controlled waters; and what is considered as water pollution. It also provides information on mitigation through flood defence.</p>
The National Trust Act 1907 (The 1907 Act)	<p>The 1907 Act sets out National Trust's charitable purpose and guides all of their activities. It states that 'The National Trust shall be established for the purposes of promoting the permanent preservation for the benefit of the nation of lands and tenements (including buildings) of beauty and historic interest and as regards lands for the preservation (so far is practicable) of their natural aspect, features and animal and plant life.' National Trust does this for the 'everlasting delight' of the people.</p>

LEGISLATION	SUMMARY OF LEGISLATION
The Conservation of Habitats and Species Regulations 2010	The Conservation of Habitats and Species Regulations 2010 provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European Sites. The implications of these 'Habitats Regulations' are explained in more detail in the section following this table.
Water Framework Directive	Adopted in December 2000, the purpose of the Directive is to establish a framework for the protection of inland surface waters (rivers and lakes), transitional waters (estuaries), coastal waters, and groundwater. It will ensure that all aquatic ecosystems and, with regard to their water needs, terrestrial ecosystems and wetlands meet 'good status' by 2015. In England, the Water Environment (Water Framework Directive) Regulations 2003 transposed this directive into national law. The directive requires management of the water environment at the river basin scale, and these River Basin Management Plans focus on the protection, improvement, and sustainable use of the water environment.
European Landscape Convention	Also known as the Florence Convention, it was ratified by the United Kingdom in November 2006. The Convention recognises that the landscape is a basic component of European natural and cultural heritage and requires states party to it to protect, manage and plan for their rural, urban and maritime landscapes.
The Convention on Biological Diversity	The Convention on Biological Diversity (CBD), known informally as the Biodiversity Convention, is a multilateral treaty. The Convention has three main goals: <ul style="list-style-type: none"> • conservation of biodiversity; • sustainable use of its components; and • fair and equitable sharing of benefits arising from genetic resources
The Ramsar Convention	The Ramsar Convention is an international treaty signed in 1971 for the conservation and sustainable utilisation of wetlands, recognising the fundamental ecological functions of wetlands and their economic, cultural, scientific, and recreational value. There is one Ramsar site in the Lake District at Esthwaite Water.

2.5.3 HABITATS REGULATIONS

European Directive 92/43/EEC on the Conservation of Natural Habitats and Wild Flora and Fauna (Habitats Directive) provides legal protection to habitats and species of European importance. The principal aim of this Directive is to maintain, and where necessary restore, the favourable conservation status of flora, fauna and habitats found at these European designated sites. The Directive is transposed into English legislation through the Conservation of Habitats and Species Regulations 2010 (as amended).

We commissioned a report detailing the Habitats Regulations Screening Assessment of the Habitats Regulations Assessment. This report identified, described and assessed the likely significant effects of implementing the Plan on European designated sites including Special Areas of Conservation and Special Protection Areas, and also Ramsar sites within and around the Lake District area. The Habitats Regulations Assessment process is underpinned by the precautionary principle, especially in the assessment of potential impacts and their resolution. If it is not possible to rule out likely significant effects on the

evidence available, then it is assumed that a risk may exist and it needs to be addressed in the assessment process, preferably through changes to the proposed measure or through options such as avoidance or control measures. Only once this assessment has been completed can it be concluded that there is no adverse risk to a European site resulting from the Plan.

The Screening Assessment examined the Plan's strategies for any impacts on the European sites within, or within 15 kilometre of, the National Park. The assessment further took into account in-combination effects with other relevant plans and strategies. Following the Screening Assessment it was not possible to rule out likely significant effects on some of the strategies and so an Appropriate Assessment was undertaken which included a detailed account of the way in which any effects would be mitigated. The Habitats Regulations Assessment concluded that, provided the mitigation measures are implemented, the Partnership's Plan would not give rise to any effects which would harm the integrity of sites.

During the preparation of the Plan we had been advised by Natural England (in their capacity as the appropriate nature conservation body referred to in the Regulations) to consider undertaking an 'Appropriate Assessment' of the indicators that appear in Part 2 of this Plan. This advice was to establish whether the indicators could indirectly lead to decision-making which could adversely impact upon European sites. The indicators that we have chosen form no basis for decision-making and are simply measures of how the Lake District is faring overall. Decision-making is guided by the strategies of this Plan, and which have been subject to a full Habitats Regulations Assessment. On this basis it was considered the indicators should not be subject to an Appropriate Assessment, but if any of the indicators did ultimately guide action on the ground, then this action will be subject to a Habitats Regulations Assessment. On this basis - and also having regard to this Plan simply being a non-spatial framework to guide decision-making - we found that it was not possible to carry out an Appropriate Assessment.

In conclusion, subject to mitigation measures, the Habitats Regulations Assessment completed for this Plan has demonstrated that it will not have an adverse impact on the integrity of the European sites within or adjacent to the Lake District's boundary.

In any event, the Habitats Regulations apply to all plans and projects. As and when more detailed proposals emerge from the decision-making guided by this Plan, their compliance with the Regulations is compulsory. It will be at these stages where the requirements of the Regulations can be more effectively and meaningfully applied to ensure European sites are given the protection required by law.



A view to the Langdale Pikes in the distance, Langdale

SECTION 2.6

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The Partnership's engagement
with others

2.6 THE PARTNERSHIP'S ENGAGEMENT WITH OTHERS

We are committed to ongoing, effective engagement with the Lake District's residents, farmers and land managers, businesses and visitors – and their representatives – to ensure that these diverse communities of the Lake District are fully involved with shaping the way in which we collectively manage this unique place.

Effective engagement allows communities to provide a qualitative measure of the success of our strategic management of the Lake District through the implementation of this Plan. It will help us to prioritise activity spatially and develop actions that are jointly or entirely owned by communities where appropriate. Ongoing engagement, dialogue and feedback will also ensure we are held accountable for our performance so we continue to learn from where we have done things both well and less well.

We also want to be highly effective in developing and promoting our collective awareness, knowledge and understanding of the features and assets in different communities, valleys and localities that contribute to the Lake District's Special Qualities and attributes of Outstanding Universal Value.



Shepherds crooks ready for judging at Eskdale Show.

SECTION 2.7

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The Vision for the Lake District

2.7 THE VISION FOR THE LAKE DISTRICT

We believe that fundamental to our ability to manage the Lake District successfully, as both a World Heritage Site and National Park, is that we have a clear Vision for how we ultimately want the place to be; we use our Vision to guide our management approaches and decisions.

The 2030 Vision for the English Lake District is that it will be:

An inspirational example of sustainable development in action.

A place where its prosperous economy, world class visitor experiences and vibrant communities come together to sustain the spectacular landscape, its wildlife and cultural heritage.

Local people, visitors, and the many organisations working in the Lake District or have a contribution to make to it, must be united in achieving this.

The Vision is fundamentally based on the premise that the spectacular landscape, its wildlife and cultural heritage are the reasons for the National Park designation and, consistent with the legislation that sits behind the National Park status, takes precedence when there is irresolvable conflict between competing interests. Or, put another way, the forms of economic and social activities that should be encouraged are those that support the purposes of the National Park and the World Heritage Site.

But the Vision also recognises that the spectacular landscape, wildlife and cultural heritage can only possibly be sustained and protected if the living, working places that have created it, and which continue to evolve it, are able to thrive.

FIGURE 25 Interrelationship of the elements of the Vision



We have been using the Vision as a guiding principle in the management and evolution of the Lake District as a National Park since 2006. The Vision places the Lake District's Special Qualities and Outstanding Universal Value at the forefront of the Partnership's mind. We have demonstrated that we can very ably ensure the protection and conservation of Special Qualities and Outstanding Universal Value whilst simultaneously accommodating economic growth, development to meet local needs, and enhancing visitor experiences associated with the evolution of a cultural landscape.

Our approach to delivering the Vision and managing the Lake District is to identify the issues, risks and threats to the Special Qualities and Outstanding Universal Value, and establish the appropriate strategic response to address or mitigate these.

Likewise, we have identified a range of wider issues and opportunities that will have a bearing upon our ability to deliver the desired outcomes for each of the four Vision themes. This plan establishes our strategy to act upon these. Every strategy assists directly or indirectly to sustain the Lake District's Special Qualities as a National Park, and those specific attributes of Outstanding Universal Value which justify World Heritage Site status.

The Vision's Themes and the Outcomes that we aim for:

A spectacular landscape, its wildlife and cultural heritage – 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.

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. 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 within a stunning and globally significant landscape. Experiences that compete 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.

The Vision directly influences the strategies which are outlined in this Plan. Likewise, it has formed the basis for the policies and proposals within the Local Plan for the Lake District, managing and controlling development decisions accordingly.

The Vision's influence and reach has extended to wider sub-regional activity, including the Local Enterprise Partnership (LEP) and Cumbria's Local Nature Partnership (LNP). Their strategies have been guided by the principles of the Vision, and their strategies and investments are aligned to supporting the Vision's realisation by 2030. The Vision is therefore the lynch pin for the Lake District and we are committed to it as the most appropriate overarching management principle for the Lake District World Heritage Site.

i**What is the Cumbria Local Enterprise Partnership?**

The Cumbria Local Enterprise Partnership is a partnership between local authorities and businesses. It decides what the priorities should be for investment in Cumbria's infrastructure with a focus on increasing the number of jobs and Gross Value Added (GVA) in the county.

i**What are Local Nature Partnerships?**

Local Nature Partnerships (LNPs) are partnerships of a broad range of local organisations, businesses, and people who aim to help bring about improvements in their local natural environment.

By having strategies that are focusing on the whole of the Lake District for each of the four Vision themes, this establishes a consistent, shared overarching position for how the Partnership as a whole will manage the Lake District individually and together.

In effect, the strategies in this Plan, and indeed in the Local Plan, establish the strategic principles which we will abide by, and our decision-making and delivery will always be consistent with the thrust of these plans.

How these strategies and policies are applied locally will be guided by spatial planning policies in the Local Plan, and the Partnership's ongoing engagement with communities.

Climate change and the Vision

Our response to climate change, co-ordinated through the Low Carbon Lake District project, helps us to meet all four Vision theme outcomes, helping to protect and sustain the Outstanding Universal Value and Special Qualities of the Lake District:

- A spectacular landscape, wildlife and cultural heritage: We work to make our landscape more resilient to the impacts of climate change, and increase the storage of Carbon in the landscape, particularly woodland and peatland. Our carbon brokering project, for example, provides financial incentives for land managers who store carbon.
- A prosperous economy: We help to provide businesses with advice and support to reduce their energy and resource use, promote on-site renewable energy, and the use of locally produced food and drink, bringing economic and environmental benefits.
- World class visitor experiences: Offering sustainable transport options, promoting local food and drink, and encouraging greener tourism contributes to a great experience for visitors whilst reducing emissions.
- Vibrant communities: Through our work with local communities, we help them to become more resilient to climate impacts, and manage emissions.

In this way, we embed our response to climate change through all our actions. In 2012 we published the Lake District Climate Change Adaptation Report: an assessment of risks, opportunities, and actions which examined the risks and opportunities of a changing climate and the adaptive actions that will enable the Lake District to better cope with these changes over the coming decades. We will use the Low Carbon Lake District project to deliver this report, co-ordinated through specific actions and progress being measured through our pioneering Local Carbon Budget. We have set a target to reduce carbon emissions across the Lake District by one per cent per year, and we use a budgeting approach to measure how much carbon is being saved each year.