



**Lake District  
National Park**

**5**

**Report from the Head of Development Management to the  
Development Control Committee**

Application number:	<b>7/2025/5018</b>
Application type:	Full Planning application
Applicant:	Cumberland Council
Location:	Windermere 2, Land at B5285, Bowness Nab, Windermere, LA23 3JH
Grid reference:	339612 495807
Proposal:	The installation of 1 no. 12m streetworks column to accommodate 3 no. antenna, 1 no. smart network camera and ancillary radio equipment and 1 no. equipment cabinets along with ancillary development thereto.
Report prepared by:	Chris Kempster, Planner
Report agreed by:	Neil Henderson, Planning Manager
Recommendation:	APPROVE with conditions

**1 About this report**

- 1.1 The case planner has prepared this report, assessment and recommendation taking into account our policies (known as the Development Plan), written representations we have received, and any other material considerations.
- 1.2 Material considerations are things that are relevant to our decision making and which we are able to take into account – for example site specific factors, or Government planning policy (the National Planning Policy Framework) and Government planning guidance (the National Planning Practice Guidance).

- 1.3 The Development Control Committee will determine the application at its meeting having regard to the provisions of the Development Plan, representations we have received, and all other material considerations, following a verbal and visual summary of the application by the case planner and, where applicable, after hearing any verbal representations made in accordance with our Policy for Public Speaking at Meetings.
- 1.4 Most applications are decided under powers delegated to the Head of Development Management. A small number of significant or more contentious applications are considered by our Development Control Committee as set out in our Scheme of Delegation.

## **2 Background and proposals**

- 2.1 I am reporting this application to Committee because I have received 17 letters of objection which is contrary to my recommendation of approval.
- 2.2 It is proposed to construct a 12-metre-high telecommunications mast, with 3 antenna, 1 smart network camera and ancillary radio equipment, and 1 equipment cabinet along with ancillary developments. The development would be located on land at Ferry Nab.
- 2.3 The mast would provide a private 5G network for the operators of the Windermere Ferry and nearby car parks. The mast would not provide a public 5G network coverage.
- 2.4 The application site is within Flood Zones 2 and 3.

## **3 Consultations**

- 3.1 Windermere and Bowness Town Council - No objection. The Town Council acknowledges the importance of the ferry as part of the highway network for local residents.
- 3.2 Local Highway Authority and Lead Local Flood Authority - No objection to the proposed development as it is considered that it will not have a material effect on existing highway conditions nor will it increase the flood risk on the site or elsewhere.

Any works within or near the Highway must be authorised by the Council and no works shall be permitted or carried out on any part of the Highway including Verges, until you are in receipt of an appropriate permit from the LHA Streetworks team.

## **4 Representations**

- 4.1 We have received 17 letters of representation raising the following points for consideration:
  - The proposal would not be sympathetically designed. It would appear incongruous, visually obtrusive and over-dominant in the street scene.

It would have a detrimental impact on the visual appearance and character of the street scene and wider area.

- The proposed mast would cause harm to the Lake District World Heritage Site. The public benefits of the operation of the car parks and ferry would not outweigh this harm.
- The proposed mast would be located to nearby residential properties. The proposed mast would be significantly taller than the existing buildings, trees and walls surrounding the development. Although the mast has been reduced in height from 15m to 12m, it would still be much higher than the surrounding built form and create an adverse visual and landscape impact.
- The mast would introduce street clutter in a location that is currently relatively free of this type of street furniture. The proposed structure would appear visually obtrusive and over-dominant in the street scene.
- A similar proposal for the erection of a 12m high telegraph-type antenna support pole was dismissed by the Inspector for a site along Patterdale Road, Windermere (appeal reference: APP/Q9495/A/09/2106438). This is approximately 2.5 miles from the site and is a similar low-rise residential area. The proposal was dismissed due to the effects on the character and appearance of the street scene and surrounding area.
- The proposed site has double yellow lines and is very congested with queuing cars for the ferry. Therefore, the site would be unsuitable for maintaining the mast and would cause highway safety harm.
- There has been no assessment on the potential of the development to impact on local ecology.
- Concerns raised regarding potential health implications of the mast to nearby homes and people using the ferry and queuing on the road.
- Concerns raised over impacts on local wildlife from the mast.
- Other technologies are available which would provide the same service as the mast and would cause less visual impact and without the potential health concerns.
- The proposal fails to demonstrate the public benefits and the proposed coverage plots of the mast.

## **5 Development plan policies and other relevant guidance**

5.1 The relevant Development Plan comprises:

- The Lake District National Park Local Plan 2020-2035

5.2 The following Lake District National Park Local Plan policies are relevant to this application:

- Policy 01: National and international significance of the Lake District
- Policy 02: Spatial strategy
- Policy 03: Development and flooding
- Policy 04: Biodiversity and geodiversity
- Policy 05: Protecting the spectacular landscape
- Policy 06: Design and development
- Policy 07: Historic environment
- Policy 08: Infrastructure and developer contributions

- Design Code Supplementary Planning Document
- 5.3 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It is a material consideration in the determination of planning applications.
- 5.4 There is no community plan in this area.

## **6 Main issues and assessment**

- 6.1 The main issues to be assessed are:
- the landscape and visual impact
  - heritage impacts
  - the benefits of the proposal
  - impact on amenity
  - assessing the planning balance

### Policy context

- 6.2 The application site is situated in the Lake District National Park, an area afforded the highest level of protection for its landscape and scenic beauty, and the English Lake District World Heritage Site, an area recognised as being of international importance as a landscape of exceptional beauty, shaped by persistent and distinctive agro-pastoral traditions which give it special character.
- 6.3 Paragraph 176 of the National Planning Policy Framework states that "great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks".
- 6.4 Lake District National Park Local Plan 2020-2035 Policy 05: Protecting the spectacular landscape of the Local Plan reflects national policy by ensuring the highest level of protection is given to the landscape, with the design, scale and level of activity of development required to maintain local distinctiveness and sense of place. Policy 05 requires that development proposals be guided by the Lake District National Park Landscape Character Assessment (LCA).
- 6.5 The proposal lies within Lower Windermere Valley as defined by the LCA. The LCA states that sensitive attributes to this Area of Distinctive Character include open views across Lake Windermere, which are vulnerable to interruption by tall vertical or large-scale developments with an intermediate sensitivity to cumulative impacts of vertical development. It also identifies one of the forces for change being communication developments leading to increased visual clutter from mobile phone and radio masts.
- 6.6 Lake District National Park Local Plan 2020-2035 Policy 06: Design and development requires that development reinforce the importance of local

character by having regards to scale, height, density, layout, appearance and materials.

- 6.7 Lake District National Park Local Plan 2020-2035 Policy 07: Historic Environment, states that development proposals will seek to conserve and enhance the character, authenticity, integrity, setting and views of the historic environment. The application site is located in the Windermere Valley as defined in The English Lake District Nomination Document and clearly demonstrates important components of attributes Outstanding Universal Value, including extraordinary beauty and harmony and opportunity for quiet enjoyment and spiritual refreshment.

Landscape and visual impacts:

- 6.8 The most prominent public views of the mast would be from the nearby road and from Lake Windermere itself. Uninterrupted views from the road would be obtained from only a limited area close to the site. Public views from the lake would be partly obscured by nearby trees, however the top section of the mast would protrude above the tree canopy.
- 6.9 The mast would be located next to the bus shelter and infrastructure associated with the ferry. There is also a large marina located close by, characterised by tall linear masts. There are many trees in the surrounding area which, while not providing a complete screen of the site, would obscure and filter views of the mast from many locations. For those travelling through the landscape the mast would not be a permanent feature in their field of vision.
- 6.10 The immediate area surrounding the proposed mast and associated infrastructure is characterised by infrastructure and development associated with the ferry and the marina. The proposed mast would be seen within this context.
- 6.11 As the mast would be partly visible from public views from the lake there would be a degree of harm from the proposed development. This harm would, however, be partly mitigated by the level of screening afforded by the mature trees located near to the site, and as previously stated, that context within which the mast would be seen, including a number of vertical elements such as lighting columns and boat masts..
- 6.12 With respect to landscape and visual impacts my overall conclusion is that the proposal would result in some slight adverse impacts.

Heritage impacts:

- 6.13 The visual and landscape impacts identified above would also have a slight adverse impact on the extraordinary beauty attribute of the World Heritage Site. I consider that the identified harm to heritage assets would be less than substantial harm for the purposes of the NPPF. The NPPF advises that where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits, which are considered in the next sub-section..

Public benefits:

- 6.14 The telecommunications mast and equipment would provide a 5G network for the operation of the ferry and also the nearby public car parks.
- 6.15 The ferry from Ferry Nab to the western shores of Windermere is an important infrastructure link, providing access to and from Coniston, Hawkshead and the surrounding villages from Windermere, Bowness and surrounding settlements. It significantly reduces the distance travelled on roads by vehicles which would otherwise have to drive around the lake, and provides a safe route for both pedestrians and cyclists. Providing an efficient ferry service therefore has significant public benefits socially, environmentally and economically.
- 6.16 The mast would also provide more efficient running the large public car park nearby, by providing information on capacity and thus reducing pointless queuing when full, and improvements in payment systems.
- 6.17 Due to the high volume of local people and tourists using the ferry service and public car parks every year, improvements in the running of these operations would represent a significant public benefit.

Impact on neighbouring properties

- 6.18 The nearest neighbouring property to the proposed mast is the dwelling known as Ferry Nab Cottage, located approximately 38 metres to the east of the development.
- 6.19 The proposed mast, although 12 metres in height, would be thin and due to the distance from Ferry Nab Cottage, would not appear as an overbearing structure or cause a loss of light when viewed from Ferry Nab Cottage. The cabinet would be modest in scale and would cause no harm to the amenity of the occupant of Ferry Nab Cottage.
- 6.20 One objector alleges that the proposed development has the potential to cause health implications due to its distance from neighbouring properties. The applicant has provided documentation stating that the development is compliant ICNIRP regulations. Government advice is that providing masts abide with the regulations there is no evidence that health is affected.

Planning Balance

- 6.21 Both harms and benefits would arise from the proposed development; we therefore need to make a judgement as to whether the identified benefits outweigh the identified harms or vice versa.
- 6.22 It is acknowledged that the mast is not designed to provide a public 5G network but nevertheless there are significant public benefits arising from an efficient ferry operation and the ability to manage the public car park more efficiently. It is also the case, that a mast designed to provide a public

service would be likely to be taller in order to cover a wider area, and therefore would result in greater visual impact.

- 6.23 Overall I consider that although there would be some slight visual harm arising from the erection of the mast, given its surroundings the public benefits would outweigh that harm.

#### Other matters

- 6.24 The application site is within Flood Zone 3 which is at a high risk of flooding. The development consists of a thin pole and cabinet which would be located on the existing impermeable tarmac pavement. Due to the small scale of the development there would be no change in water displacement in the event of flooding. Therefore, the proposed development would cause no increased flood risk on the site or elsewhere. The development would comply with Local Plan Policy 03.
- 6.25 One objection was concerned with highway safety harm as a result of maintenance vehicles parking on the double yellow lines next to the site and obstructing the queuing traffic to the ferry. The applicant has addressed this issue and stated that any tools required to maintain the mast and associated ancillary equipment would be hand tools, and could be carried from the nearby public car parks. The grant of planning permission does not override the need to abide by traffic laws, so would not permit the parking on double yellow lines.

## **7 Conclusion**

- 7.1 Having regard to the provisions of the development plan, in particular Lake District National Park Local Plan Policies 01, 02, 03, 04, 05, 06, 07 and 08) and other material considerations (including the provisions of the NPPF), the development is considered to be acceptable, subject to the conditions recommended.

**RECOMMENDATION: APPROVE with conditions**

### **Conditions/Reasons**

- 1 The development hereby permitted shall be commenced before the expiration of THREE years from the date hereof.
- REASON: Imposed in accordance with the provisions of Section 91 of the Town and Country Planning Act, 1990.
- 2 The development hereby permitted shall not be carried out otherwise than in conformity with the following submitted plans and details:
- 002 Site Location Plan Drawing Number BORDERLANDS 5GIR\_WINDERMERE 2\_GA\_REV B
  - 005 Proposed Site Plan Drawing Number BORDERLANDS 5GIR\_WINDERMERE 2\_GA\_REV B
  - 006 Proposed Site Elevation Drawing Number BORDERLANDS 5GIR\_WINDERMERE 2\_GA\_REV B

- Supplementary Information Statement, dated 09.01.25, prepared by Alison Hughes
- Declaration of Conformity dated 08.01.25
- Radio Coverage Map Version 1.0 dated 08.01.25
- Network Narrative and Benefits Summary V0.4 dated 13.12.24

REASON: For the avoidance of doubt.

- 3 The streetworks column hereby granted permission shall be finished in a light grey RAL 7035 colour, unless otherwise agreed in writing by the Local Planning Authority.

REASON: For the avoidance of doubt and to ensure a satisfactory standard of appearance of the development in accordance with the provisions of Policies 05 and 06 of the Lake District National Park Local Plan 2020-2035.

### **NPPF decision notice requirements**

Town and Country Planning (Development Management Procedure) (England) Order 2015 Article 35(2) statement.

The Local Planning Authority have worked with the applicant in a positive and proactive manner by seeking solutions to problems arising in relation to dealing with the application by reducing the height of the telecommunication mast following pre-application advice.

### **Background papers**

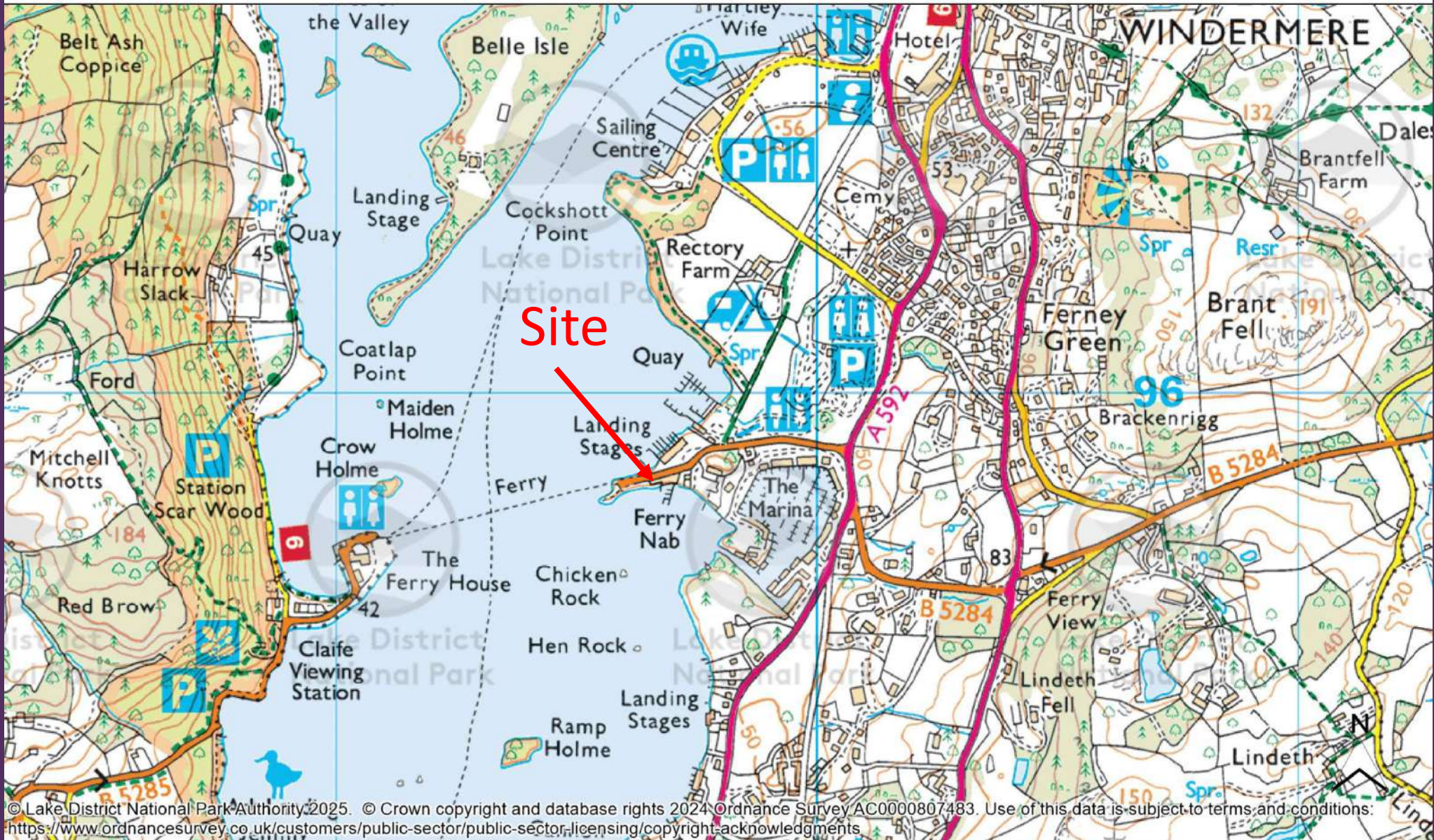
Background papers are available for inspection on the planning application file unless otherwise specified on that file as confidential by reasons of financial/personal circumstances in accordance with the Local Government (Access to Information) Act 1985.

7/2025/5018

Windermere 2, Land at B5285, Bowness Nab,  
Windermere, LA23 3JH

The installation of 1 no. 12m streetworks column to accommodate 3 no. antenna, 1 no. smart network camera and ancillary radio equipment and 1 no. equipment cabinets along with ancillary development thereto.

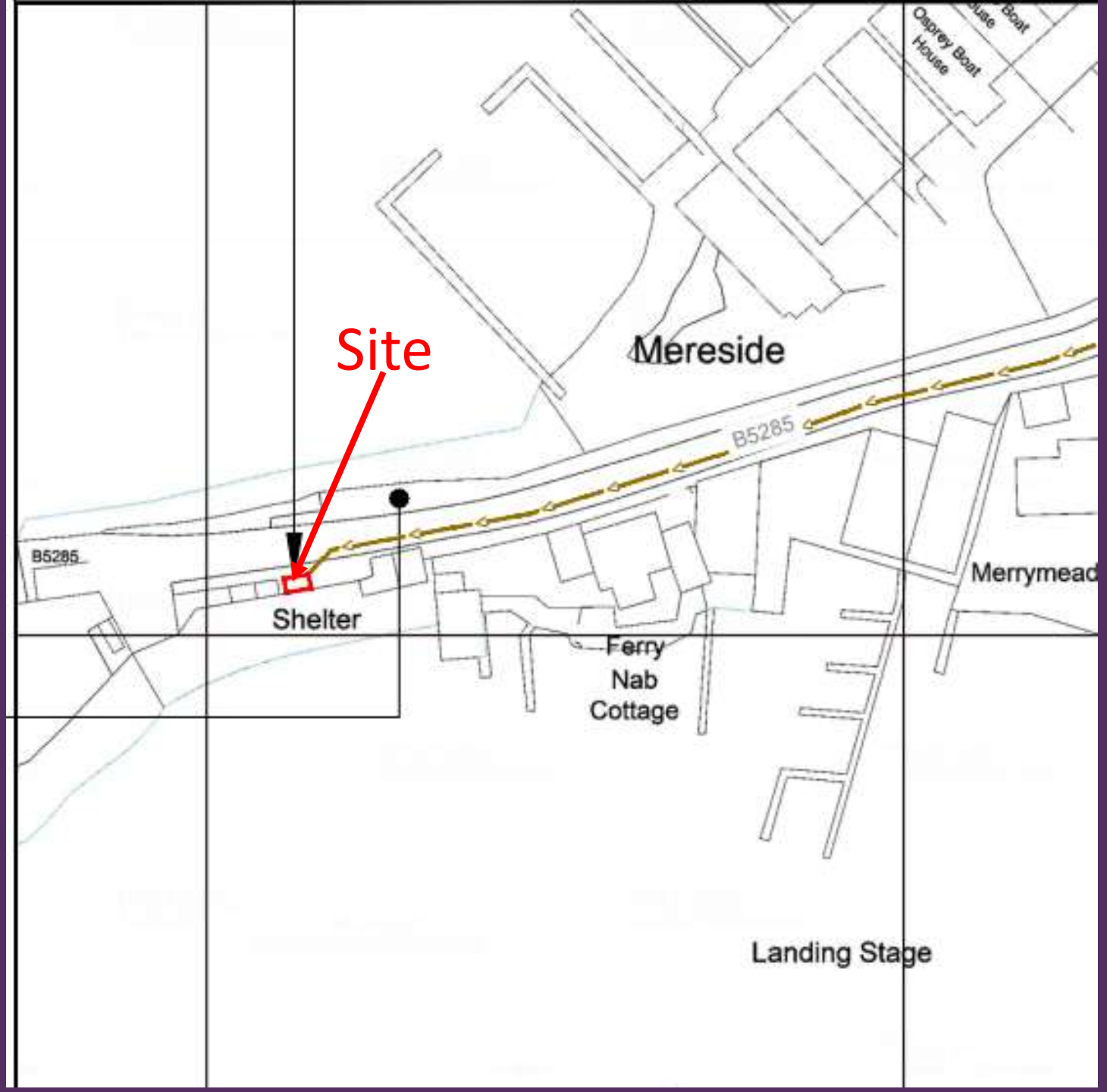
# Location Plan 7/2025/5018



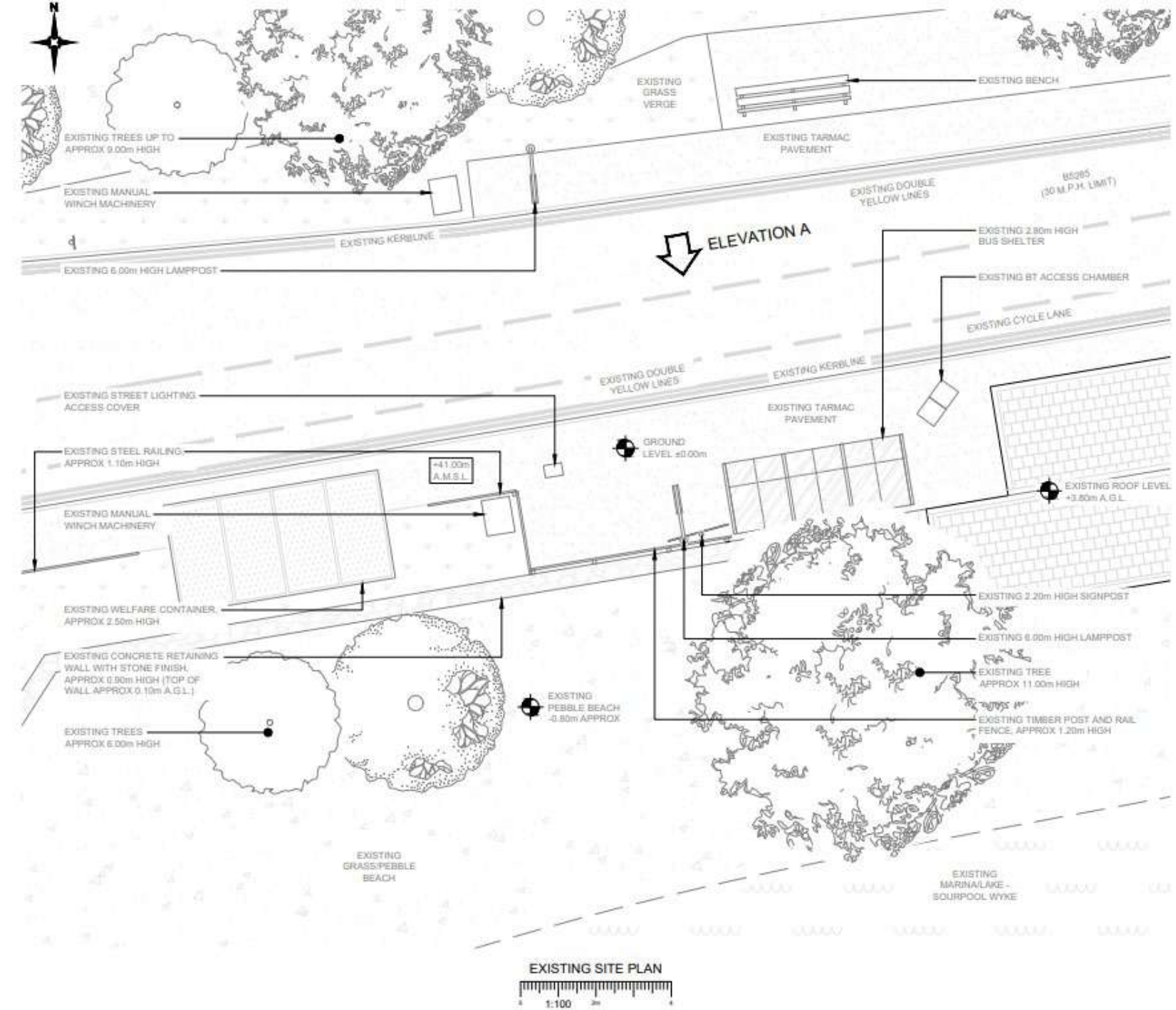
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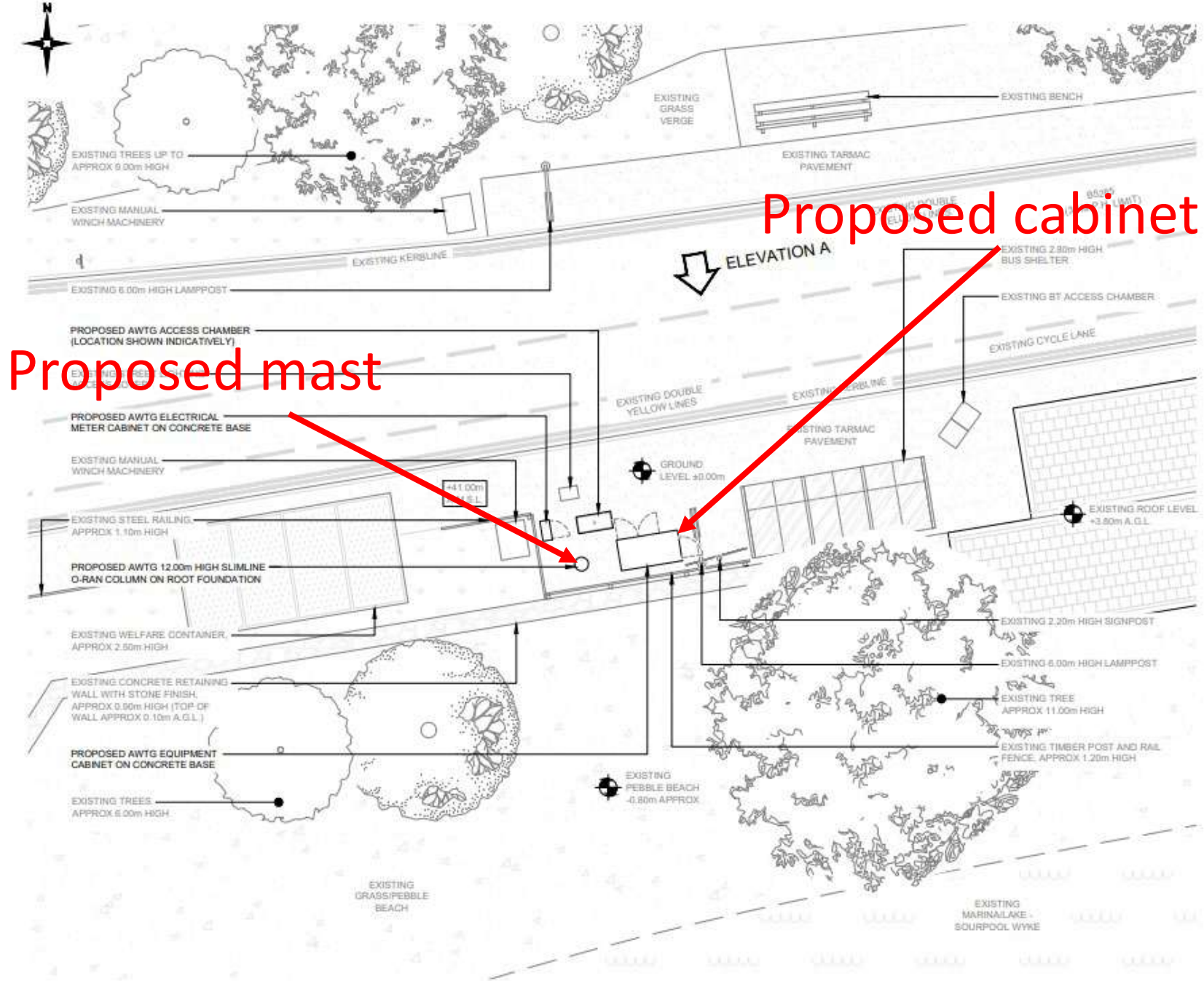
# Location Plan



# Existing Site Plan



# Proposed Site Plan



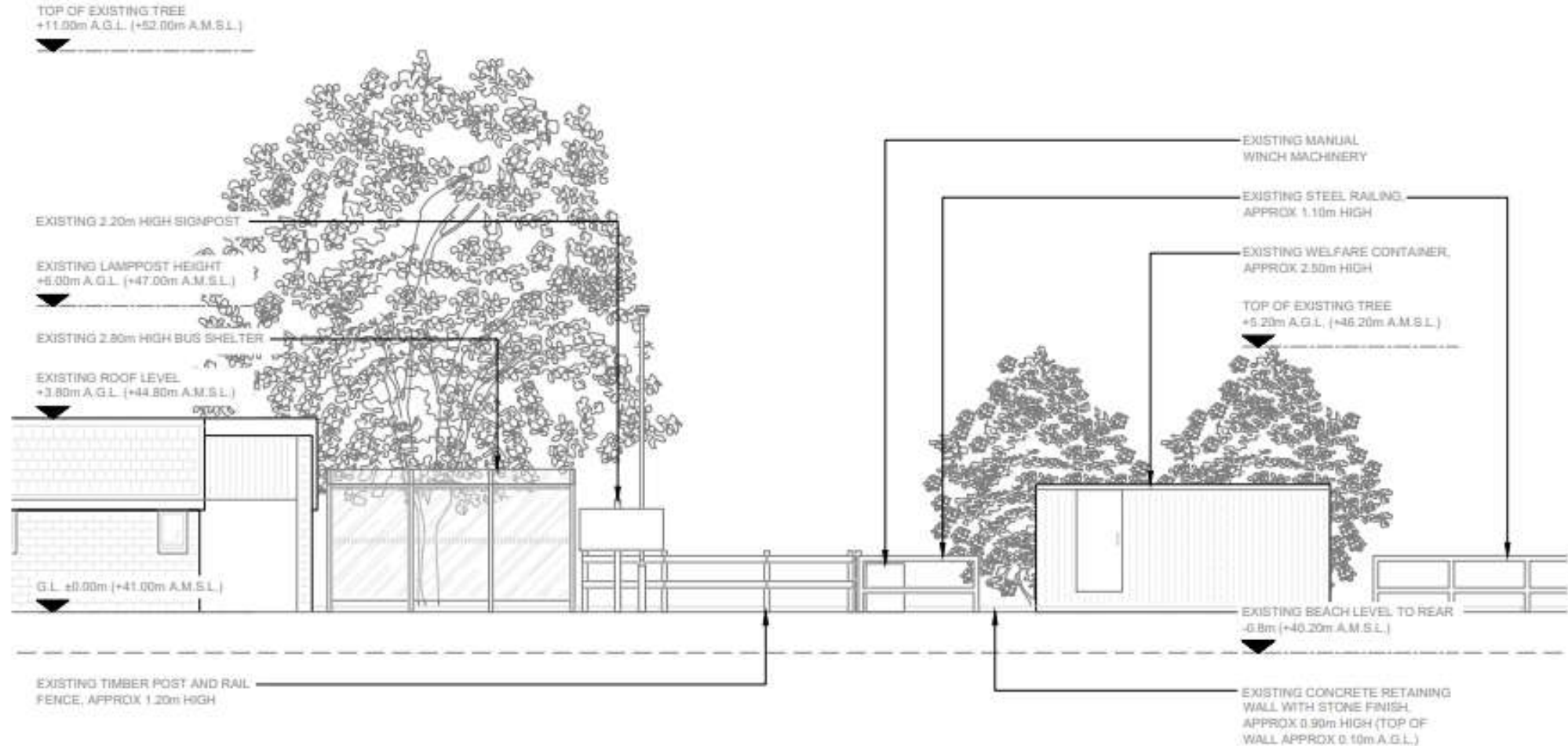
Proposed mast

Proposed cabinet

PROPOSED SITE PLAN



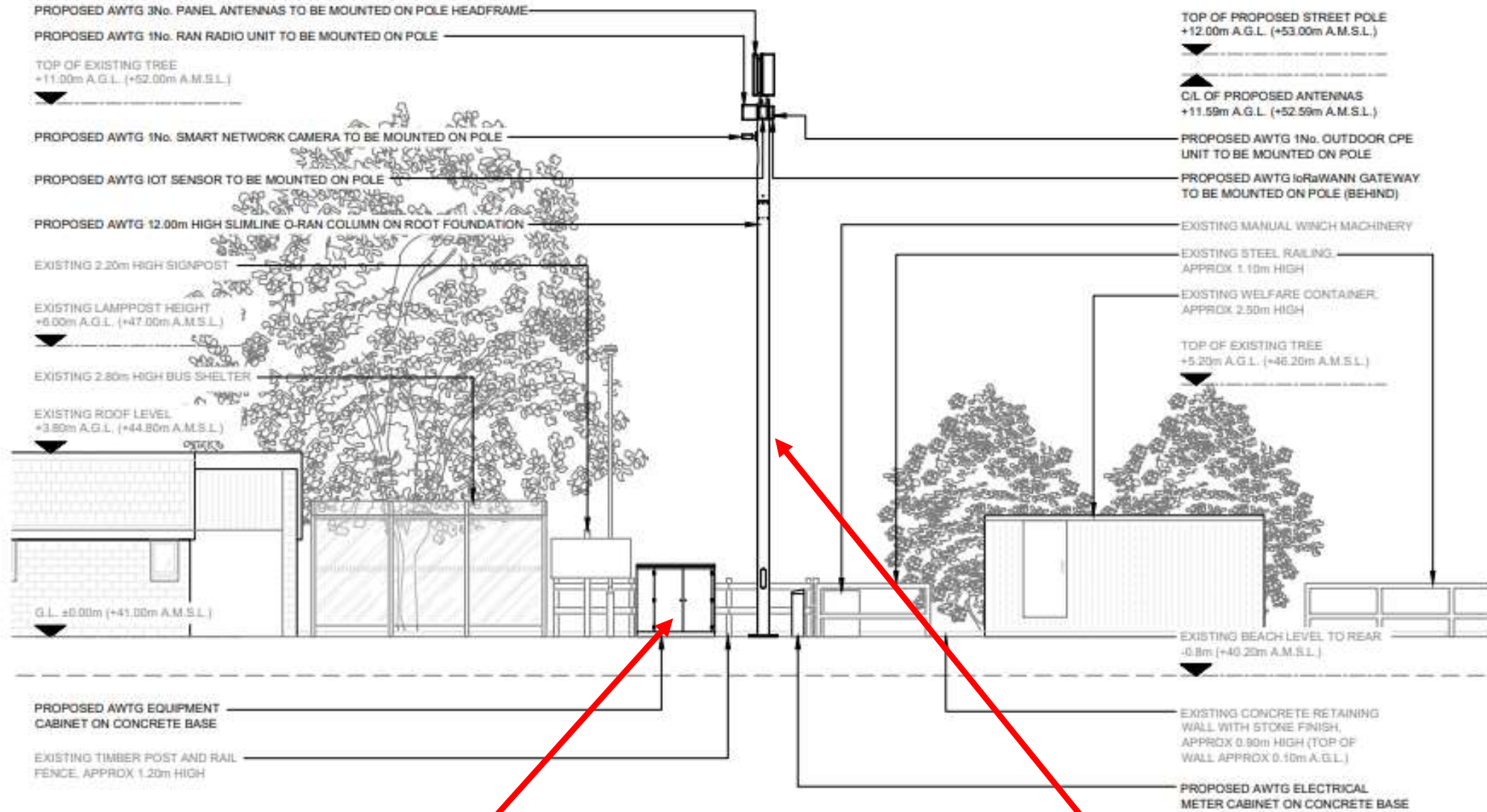
# Existing Elevation



EXISTING ELEVATION A



# Proposed Elevations



Proposed cabinet

Proposed mast

PROPOSED SITE ELEVATION A



Site



WINDMILL FERRY	
10:00 AM	1.00
11:00 AM	1.50
12:00 PM	2.00
1:00 PM	2.50
2:00 PM	3.00
3:00 PM	3.50
4:00 PM	4.00
5:00 PM	4.50
6:00 PM	5.00
7:00 PM	5.50
8:00 PM	6.00
9:00 PM	6.50
10:00 PM	7.00
11:00 PM	7.50
12:00 AM	8.00
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12:00 AM	98.00
1:00 AM	98.50
2:00 AM	99.00
3:00 AM	99.50
4:00 AM	100.00

Approximate height of mast →





Ferry Nab Cottage

Approximate height  
of mast

Approximate location and height of mast

← Landing Stage (by) ⋮  
William Andrews  
Aug 2016



Google

