



**Lake District  
National Park**

**6**

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

Application number:	<b>7/2025/5180</b>
Application type:	Full Planning application
Applicant:	YMCA Fylde Coast
Location:	YMCA Lakeside - South Camp, Lakeside, Ulverston, LA12 8BD
Grid reference:	337649 489414
Proposal:	Redevelopment of South Camp House, former Wardens House and former Washroom Building to provide staff accommodation
Report prepared by:	Kelsey Blain, 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 This application is being reported to Committee as my recommendation to approve with conditions is contrary to the objections of Colton Parish Council.
- 2.2 YMCA Lakeside is a well-established outdoor activity centre located on the western shore of Windermere. A large proportion of the site is designated as Ancient Semi Natural Woodland (ASNW). Historically the site comprised of two camps, the north and south camp, and activities operated throughout the surrounding woodland, along the lakeshore and within the lake. The north camp has since been sold with the YMCA activities now limited to the south camp.
- 2.3 This application seeks planning permission for the redevelopment of South Camp House, former Wardens House and former Washroom Building to provide staff accommodation.
- 2.4 This application forms part of a wider redevelopment of the south camp with three additional applications for planning permission (7/2025/5175, 7/2025/5176 and 7/2025/5181) submitted for additional development at the site. At the time of writing applications 7/2025/5175 and 7/2025/5176 had been approved. Application 7/2025/5181 is yet to be determined.

## **3 Representations**

- 3.1 Colton Parish Council object to the application on the following grounds:
  - Inadequate information about the proposed treatment of sewage.
  - The application states that sewage will be managed by a treatment package based on the pre-existing treatment of sewage, however there would be an increase in visitors as a result of the proposals.
  - There are concerns about the general inadequacy of sewage treatment from properties all around Windermere and so greater clarification is required on this issue.
  - Request a condition securing the mitigations outlined in the ecological appraisal and arboricultural impact statement.
- 3.2 The Local Highway Authority and Lead Local Flood Authority have confirmed that they have no objections 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.

- 3.3 Natural England have no objection as it is considered that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites. Natural England's generic advice on other natural environment issues is also provided.

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

- 4.1 The relevant Development Plan comprises:

- The Lake District National Park Local Plan 2020-2035

- 4.2 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
  
- Design Code Supplementary Planning Document
- Biodiversity Supplementary Planning Document

- 4.3 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.

- 4.4 There are no relevant policies in the Colton Parish Council Community Plan 2024.

#### **5 Main issues and assessment**

- 5.1 The proposals are located within the open countryside but would support an existing business and therefore accord with the spatial strategy set out in Policy 02 and are acceptable in principle. The main issues in this assessment are:

- Impact on the character and appearance of the area
- Impact on trees and Ancient Semi Natural Woodland (ASNW)
- Pollution control
- Ecology and Protected Species
- Biodiversity Net Gain (BNG)

##### Impact on the character and appearance of the area

- 5.2 It is proposed to replace two existing buildings (South Camp House and former Wardens House) located to the north-east of the main building and construct a vertical extension on the existing former Washroom to the south-west of the site to provide staff accommodation.

- 5.3 All three existing buildings are of modern construction with a non-traditional character and appearance. South Camp House and the former Wardens

House have a chalet-lodge appearance being finished in horizontal timber cladding with a tiled roof on South Camp House and felt roof on the former Wardens House, while the former Washroom is constructed from cement rendered blockwork with a grey slate roof.

- 5.4 It is proposed to construct a replacement single storey building on the footprint of the former Wardens House and a replacement two storey building on the footprint of the existing South Camp House with a small extension to the west to provide two additional bedrooms. The roof of the former Washroom would be removed and a vertical extension constructed under a dual pitched roof. All three buildings would be finished in vertical timber cladding with a western red cedar shingle roof.
- 5.5 While the proposals would be of a non-traditional character and appearance and would utilise non-vernacular materials, they would be of a similar design and footprint as the existing buildings and would reflect the non-traditional approach adopted in the design of the main building now known as the Stoller Building, which sets the architectural precedent for the site. Furthermore, the Design and Access Statement explains that a red cedar finish has been chosen for the proposed buildings to tie them into the surrounding woodland. The buildings would be screened from views outside of the application site and would relate well to existing built development within the site.
- 5.6 I am satisfied that the development proposed is acceptable in terms of its impact on the character and appearance of the area and that it satisfies the requirements of Local Plan Policies 01, 02, 05, 06, the Design Code SPD and the NPPF.

#### Impact on trees and Ancient Semi Natural Woodland (ASNW)

- 5.7 A large proportion of YMCA Lakeside is located within Great Oaks Wood, an Ancient Semi Natural Woodland (ASNW). Ancient woodland is an area that has been wooded continuously since at least 1600 AD, taking hundreds of years to establish, and is defined as an irreplaceable habitat.
- 5.8 For this reason, there are strong national and local policies with respect to harm to ASNWs. National policy is extremely restrictive and prescriptive with paragraph 193 of the National Planning Policy Framework (NPPF) stating that development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons, and a suitable compensation strategy exists. An example of such a wholly exceptional reason is provided within footnote 70 as an infrastructure project where the public benefit would clearly outweigh the loss or deterioration of habitat.
- 5.9 The planning practice guidance on the natural environment sets out how planning authorities should assess the potential impact of development proposals on ancient woodland and ancient or veteran trees, stating that LPAs need to consider both direct and indirect impacts on ancient woodland and ancient or veteran trees and the scope for avoiding or mitigating

adverse impacts. Their existing condition is not something that ought to affect the LPA's considerations of such proposals (and it should be borne in mind that woodland condition can usually be improved with good management).

- 5.10 When assessing whether 'wholly exceptional reasons' exist that may justify a loss or deterioration of ancient woodland, ancient trees or veteran trees, it will not be appropriate to take any compensation measures into account. These should be considered only once the existence of 'wholly exceptional circumstances' has been ascertained.
- 5.11 Natural England and Forestry Commission have provided standing advice for ancient woodland, ancient trees and veteran trees. It is a material planning consideration in the determination of this application and reflects the position set out within the NPPF and planning practice guidance, stating that LPAs should refuse planning permission if development will result in the loss or deterioration of ancient woodland, ancient trees and veteran trees unless both of the following applies:
- There are wholly exceptional reasons
  - There's a suitable compensation strategy in place (this must not be a part of considerations of wholly exceptional reasons).
- 5.12 The standing advice states that ancient woodland, ancient trees and veteran trees are irreplaceable. Therefore, LPAs should not consider proposed compensation measures as part of their assessment of the merits of the development proposal.
- 5.13 The standing advice expands on the position within the planning practice guidance, stating that where a proposal involves the loss or deterioration of ancient woodland or ancient or veteran trees LPAs should not take account of the existing condition of the ancient woodland or ancient or veteran trees when assessing the merits of the development. Its existing condition is not a reason to give permission for development. A woodland or tree in poor condition can be improved with good management.
- 5.14 Policy 05 recognises woodlands as one of the Lake District's most valuable scenic and wildlife assets and states that development which involves or would lead to the clearance of or damage to semi-natural or amenity woodland or important trees will not normally be permitted.
- 5.15 The replacement former Wardens House and alterations to the former Washroom would both be constructed on the foundations of existing buildings, with no increase in the footprint of either building and no change in use or increase in activity levels at the site. In response to concerns about an increase in light pollution occurring through increased glazing within the buildings, amended plans were submitted showing the application of timber fins on the outside of the windows and use of dark tinted glass. Given the levels of glazing within the existing buildings and proposed measures I am satisfied that neither of these proposals would result in the loss or deterioration of the ASNW compared to the existing situation.

- 5.16 The two storey building proposed in the location of the South Camp House would increase the footprint of built development in this location by 25.3 square metres, however the extension would be constructed over a previously excavated area over which access bridges have been constructed with adjacent hardstanding. Permission for the existing building, hardstanding and surrounding site level changes was granted under application 7/1993/5472 and no new uses or altered access arrangements to the development are proposed. I am therefore satisfied that as the proposed extension would be constructed on an area of existing authorised development this proposal would not result in the loss or deterioration of ASNW.
- 5.17 Appropriate tree protection measures have been proposed and I am satisfied that subject to a condition requiring the development to be completed in accordance with the Arboricultural Impact Assessment, the proposals would be acceptable in relation to their impact on trees and would accord with Policy 05 and the NPPF.

#### Pollution control

- 5.18 It is proposed to connect to the existing package treatment plant for the disposal of foul sewage. This system was installed in 2019 and is covered by a permit from the Environment Agency (EPR/MB3094VL) to discharge 38m<sup>3</sup> per day of secondary treated sewage to a tributary of Lake Windermere. It is the responsibility of the operator to ensure that their foul drainage system is fit for purpose but the plant was also inspected by the Environment Agency in January 2025.
- 5.19 It is a well-established principle of the planning system that it should operate on the basis that related regulatory controls should not be duplicated. The NPPF states that planning decisions should assume that these regimes will operate effectively.
- 5.20 In this case as the proposals will be connecting to an existing drainage system and any increase in discharge beyond 38m<sup>3</sup> per day would be subject to a permit from the Environment Agency, I do not consider that it would be reasonable or necessary to attach planning conditions requiring the submission of additional information relating to the foul drainage system as it is reasonable to conclude that the discharge from the existing treatment plant will be satisfactorily regulated by the pollution control regime.

#### Ecology and Protected Species

- 5.21 Under Article 12 of the EC Habitats Directive and Regulation 9(3) of the Conservation of Habitats and Species Regulations 2017 we have had regard to the requirements of the Habitats Directive. The applicant commissioned a preliminary ecological appraisal which was submitted with the application.

- 5.22 The survey found no bat roosts and only low levels of foraging activity. The existing buildings were found to have negligible potential for use by roosting bats.
- 5.23 As the proposals would be constructed on top of existing building foundations with only a small extension over a previously excavated area and areas of hardstanding, there would be no loss of woodland floor or plant species of ecological value.
- 5.24 I am satisfied that the proposed development is acceptable in relation to ecological impacts and satisfies the requirements of the NPPF and Local Plan Policy 04.

Biodiversity Net Gain (BNG)

- 5.25 As the proposed development would be constructed on the foundations of existing buildings and over an existing area of hardstanding and excavation the area of affected habitat would be smaller than 25m<sup>2</sup> and thus is exempt from the requirements of mandatory BNG.

**6 Conclusion**

- 6.1 Having regard to the provisions of the development plan, in particular Lake District National Park Local Plan Policies 01, 02, 04, 05 and 06, the Design Code SPD 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 received by the Local Planning Authority:

Drawing no. 23009 P101-2 - Site Location Plan

Drawing no. 23009 P105 A - Former Washroom Building Plans & Elevations

Drawing no. 23009 P108 B - South Camp House & Former Wardens House Elevations

Drawing no. 23009 P107 - Former South Camp House Staff Accommodation

Drawing no. 23009 P106 - Former Wardens House Plans & Elevations

REASON: For the avoidance of doubt.

3 Prior to the commencement of the development hereby permitted, tree protection measures shall be put in place in accordance with the approved details, as detailed within the Arboricultural Impact Assessment/Method Statement for Staff Accommodation x3. All tree protection measures shall be retained for the duration of the works.

REASON: To minimise the risk of damage to nearby trees, protection measures need to be in place before works start on site and maintained during the construction period in accordance with Policies 04, 05 and 06 of the Lake District National Park Local Plan 2020-2035.

4 No external lighting shall be installed other than in accordance with details submitted to, and agreed in writing by, the Local Planning Authority prior to installation. Such lighting shall be maintained in accordance with the approved details thereafter.

REASON: In order to minimise the effects of external lighting upon the nighttime ecology of the Ancient and Semi-Natural Woodland and the special qualities of the Lake District National Park, including the tranquillity and intrinsically dark landscape of the open countryside in accordance with Plan Policies 01 (national and international significance of the Lake District), 05 (protecting the spectacular landscape) and 06 (design and development) of the Lake District National Park Local Plan 2020-2035.

### **NPPF decision notice requirements**

It is the responsibility of the operator to ensure that their foul drainage system is fit for purpose. The existing non-mains drainage system is covered by a permit to discharge 38m<sup>3</sup> per day (EPR/MB3094VL). Should the volume of effluent discharged from the existing system exceed this, it is likely that an application to vary the permit will need to be submitted to the Environment Agency.

It can take up to 13 weeks before the Environment Agency decide whether to vary a permit.

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 agreeing amendments to reduce light pollution as a result of the development.

### **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.

7/2025/5180

YMCA Lakeside - South Camp, Lakeside, Ulverston,  
LA12 8BD

Redevelopment of South Camp House, former  
Wardens House and former Washroom Building to  
provide staff accommodation

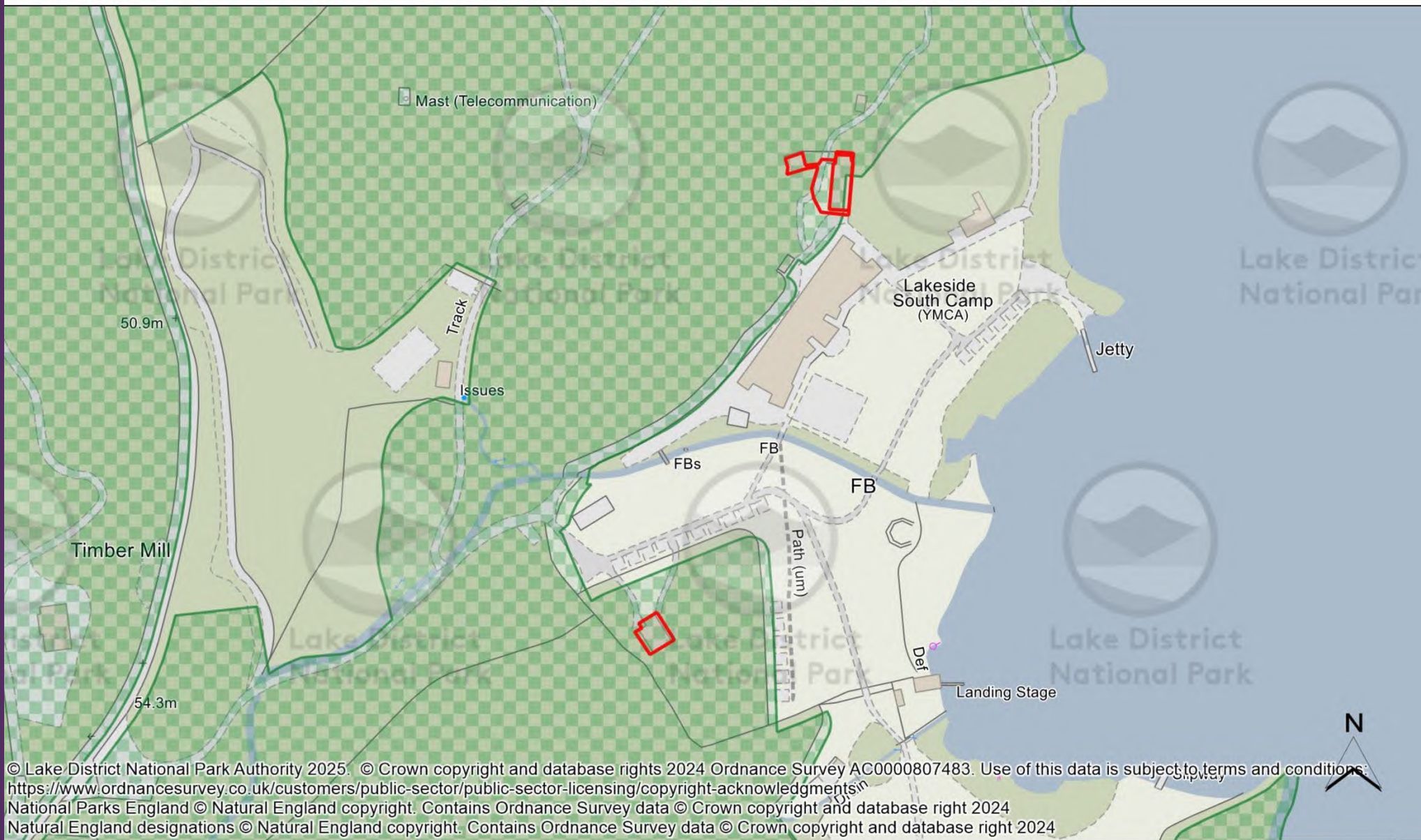


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National Park Authority

# South Camp House





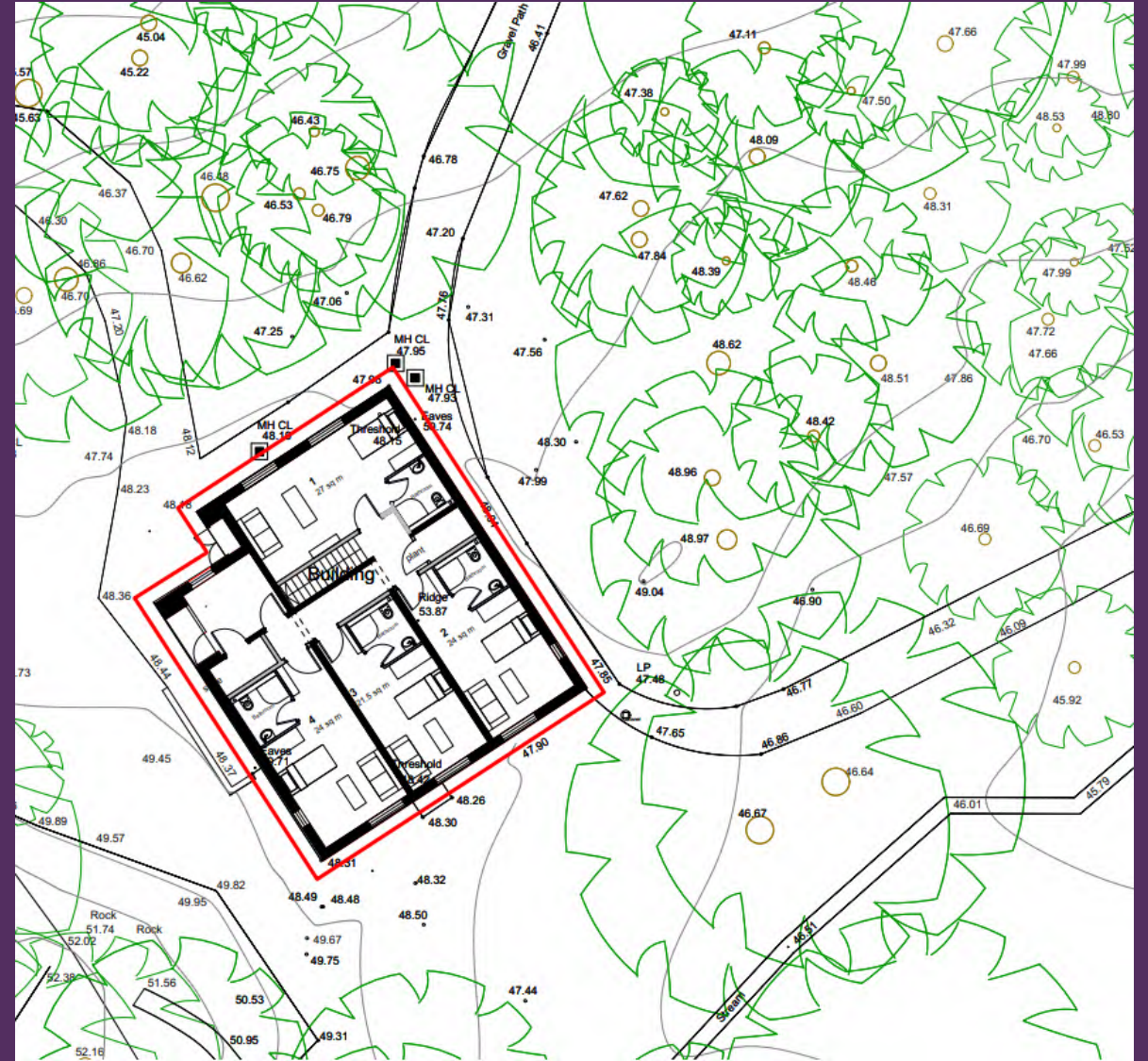
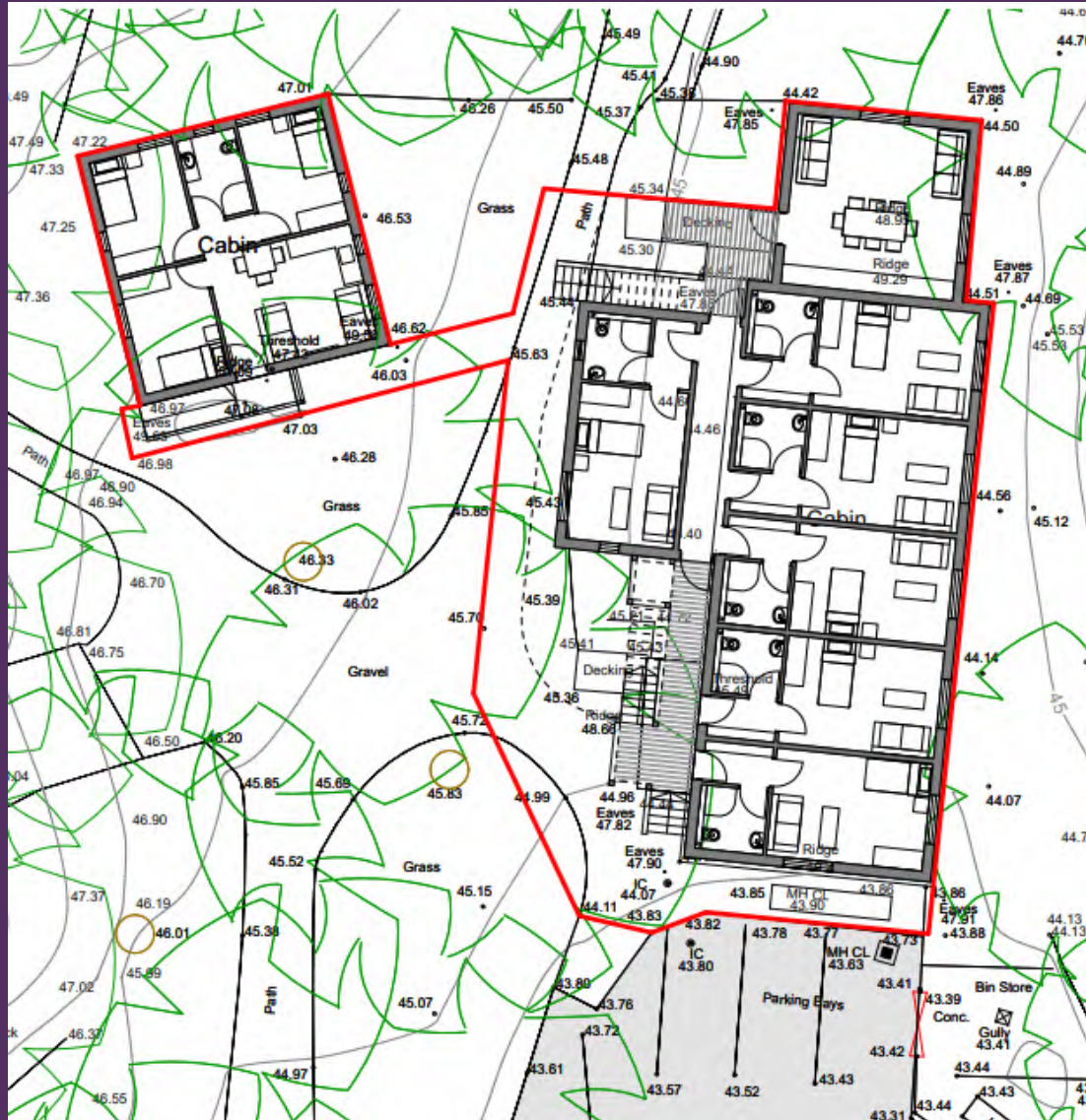
# Former Wardens House



# Former Washroom



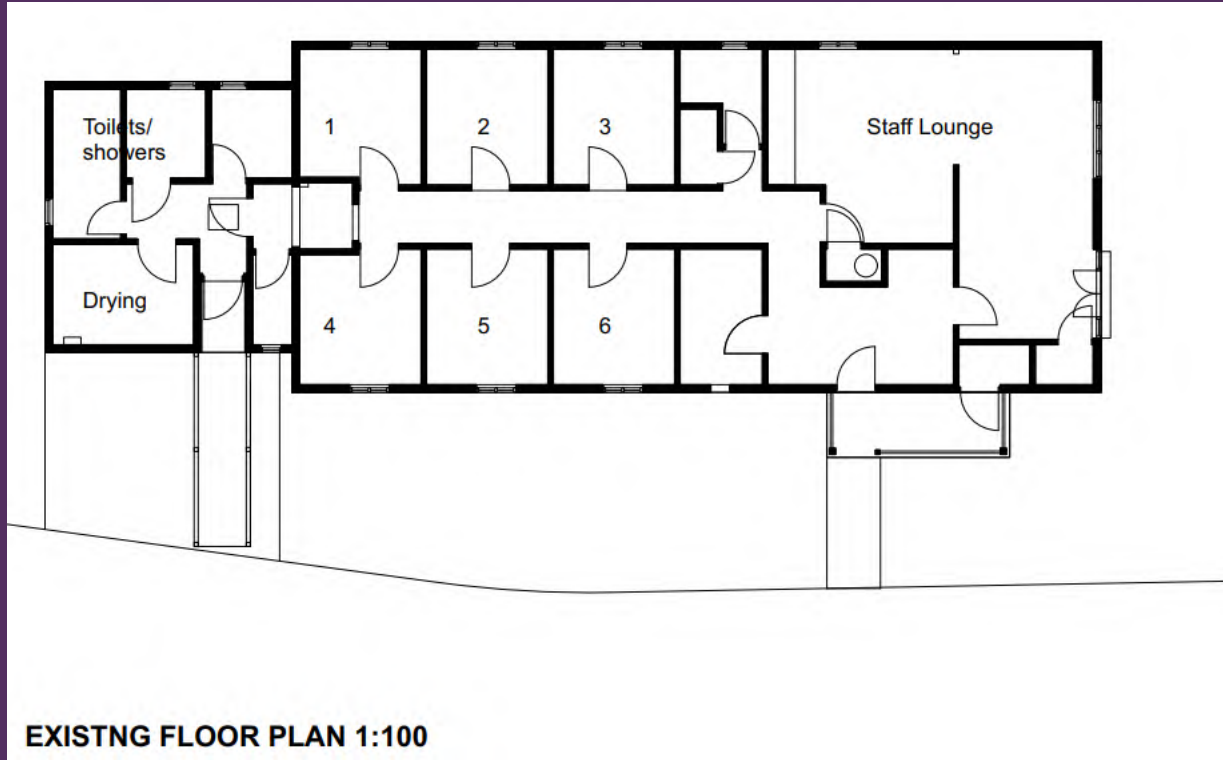
# Proposed Site Plans



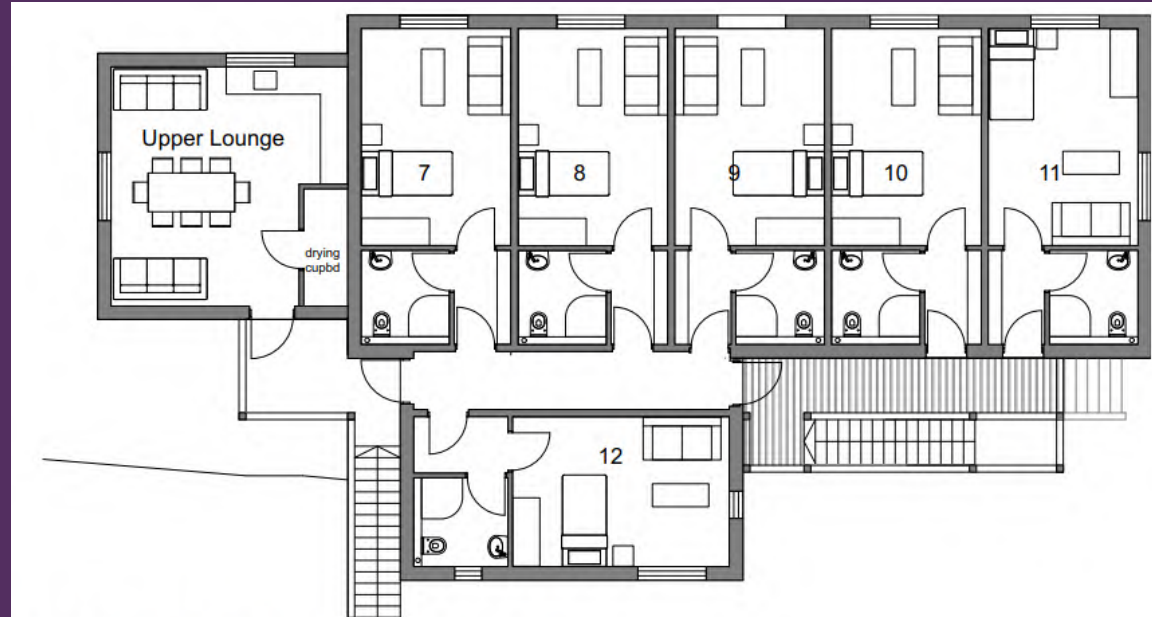
# Proposed South Camp House Elevations



# Proposed South Camp House Floor Plans



PROPOSED GROUND FLOOR PLAN 1:100



PROPOSED FIRST FLOOR PLAN 1:100

# Proposed Wardens House Elevations & Floor Plans



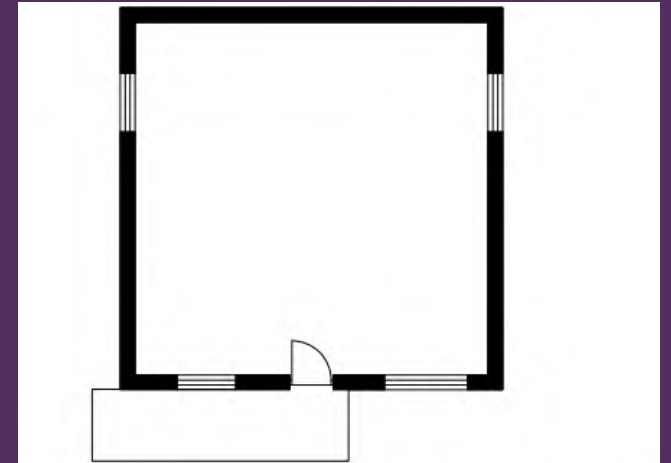
**PROPOSED SOUTH ELEVATION**



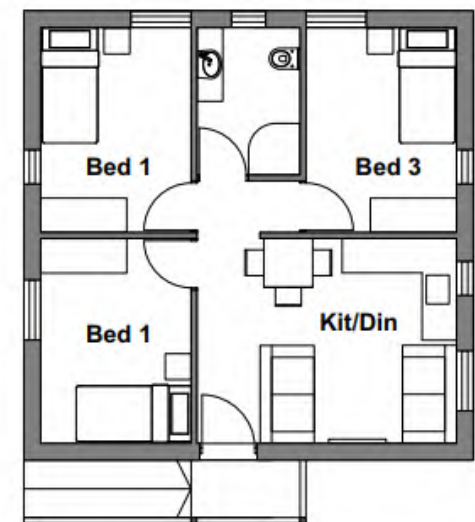
**PROPOSED WEST ELEVATION**



**PROPOSED NORTH ELEVATION**

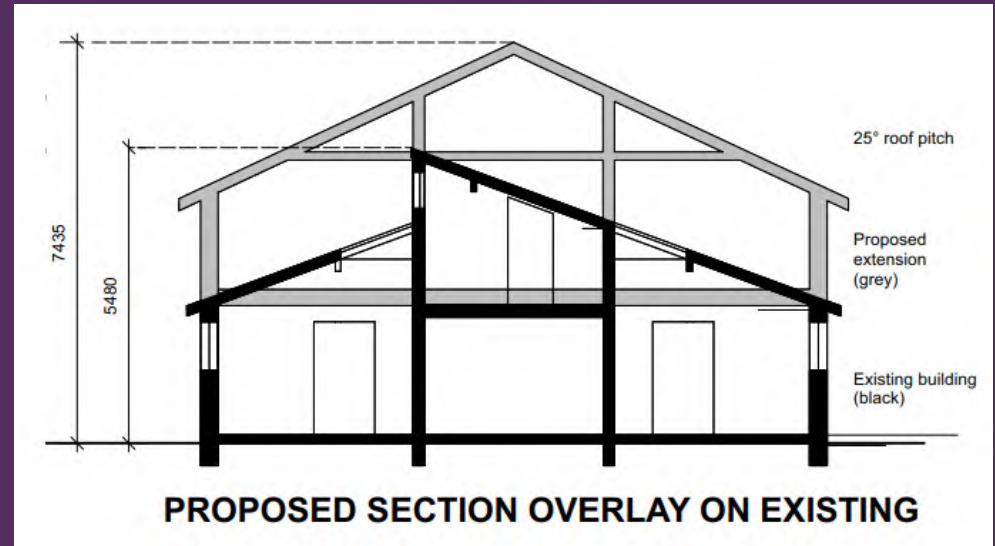
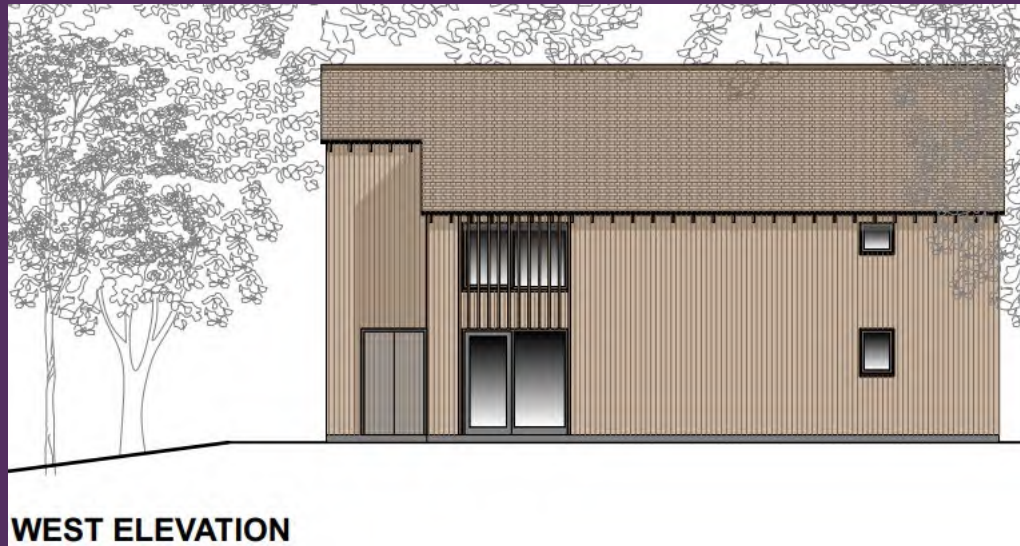
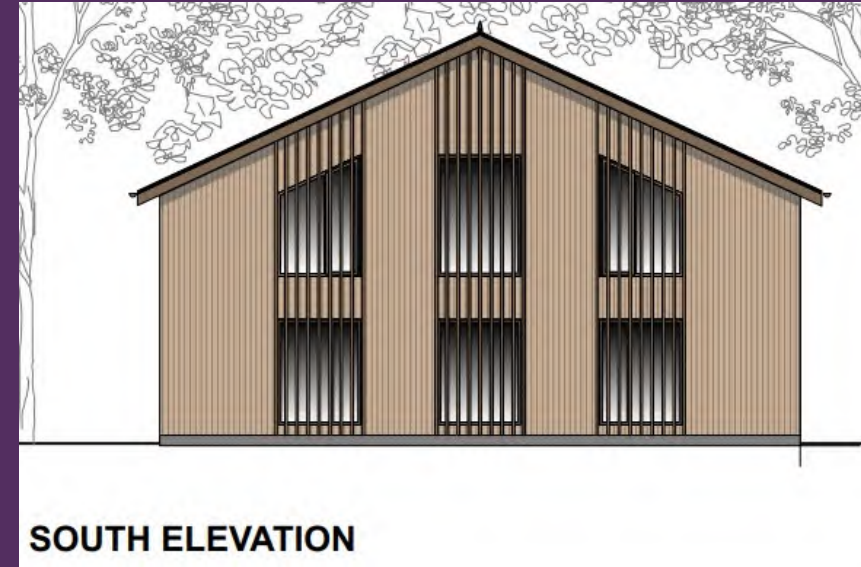
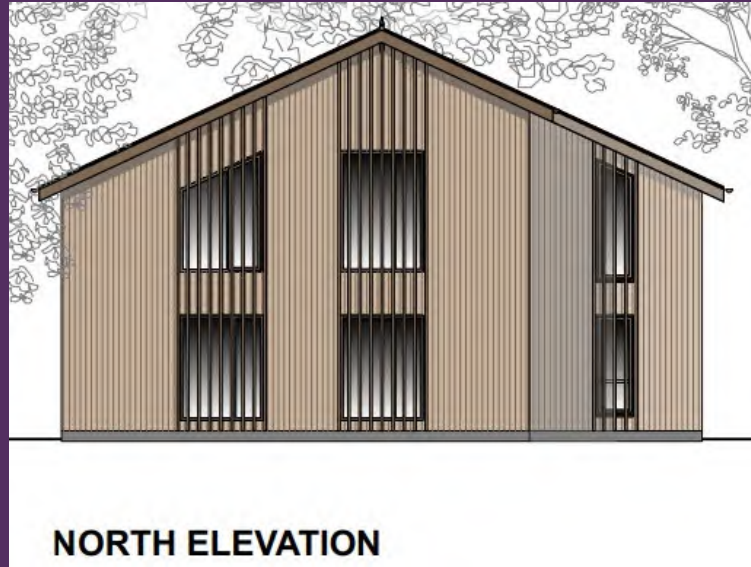
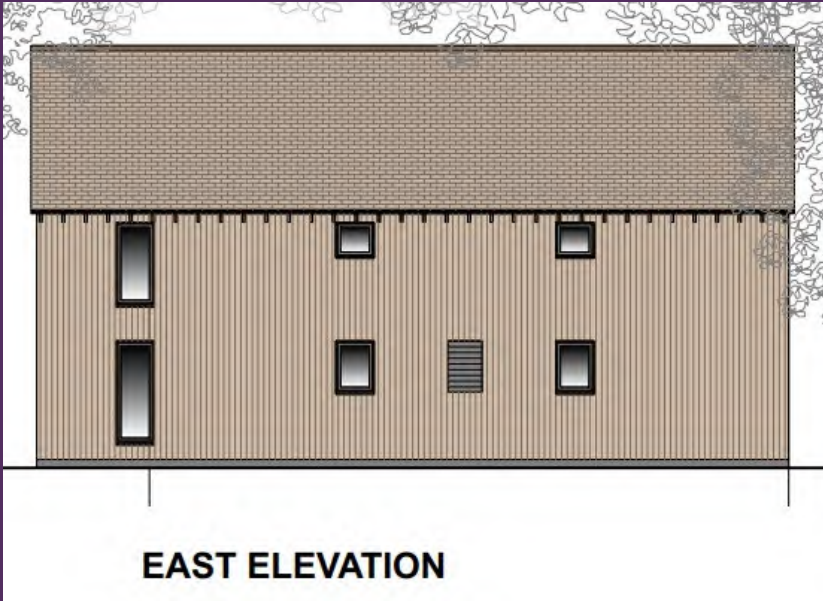


**EXISTING FLOOR PLAN (to be demolished)**



**PROPOSED FLOOR PLAN  
2 NEW BEDROOMS**

# Proposed Washroom Elevations



# Proposed Washroom Floor Plans

