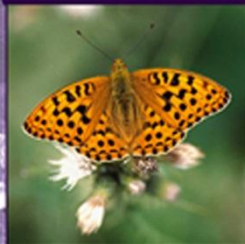




# Local Development Framework

## Annual Monitoring Report

April 2010 – March  
2011





# Lake District National Park Annual Monitoring Report 2010-11

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# 1 Introduction to the Annual Monitoring Report

## **What is an Annual Monitoring Report?**

- 1.1 An Annual Monitoring Report (AMR) forms part of the Local Development Framework (LDF) and it has two key roles. It sets out the implementation of the Local Development Scheme (LDS) and it assesses the effectiveness of our policies in local development documents.
- 1.2 The AMR helps us to evaluate and review the effectiveness of our planning policies. Monitoring enables us to see whether a policy is working or not. We can also identify and consider any changes in local circumstances which may influence the effectiveness of our policies.
- 1.3 The flexibility of the LDF allows us to consider adjustments to the policies, ensuring our development plan remains relevant and responds to change.
- 1.4 Qualitative and quantitative data informs the AMR, to provide an analysis of trends, outcomes and effects of policies.

## **Why are we producing it?**

- 1.5 It enables us to assess how our planning policies are shaping our communities, by monitoring the type of development taking place in the Lake District National Park. Its primary purpose is to share the planning service's performance and achievements with our communities.

## **Why it matters**

- 1.6 Good monitoring and reporting is fundamental in telling people how we are doing and who we are working with. It is central to the overall assessment of how our planning service is performing and where we need to focus our efforts in the future.
- 1.7 It is an effective way to gather evidence for future policy, show how planning is delivering the Vision for the Lake District National Park, demonstrate real outcomes such as houses built and evaluate the effectiveness of planning policy and decision making.

## 2 The Implementation of the Local Development Scheme

- 2.1 The Local Development Scheme (LDS) sets out the timetable for the preparation of the LDF. This section reviews the progress we have made against the targets and milestones set out in the LDS for the period April 2010 to March 2011.

### Core Strategy

- 2.2 During the first half of 2010/11, we focussed on implementing the Core Strategy. This is the principal document in the LDF. It sets out the vision for spatial development in the National Park and establishes a strategy and policies to help meet that vision. The Core Strategy also provides the foundation for other planning documents in the LDF.

Milestone	LDS Target Date	Date Achieved
Submission	January 2010	January 2010
Examination in Public	May 2010	May 2010
Inspector's Report	August 2010	August 2010
Adoption	October/November 2010	October 2010

- 2.3 An independent Inspector considered our Core Strategy during our Public Examination, between January and August 2010. We received the Inspector's Report on 29 August 2010. We published it on 16 September 2010, and concluded that the Core Strategy DPD was 'sound', subject to a number of required changes. The National Park Authority adopted our Core Strategy on 20 October 2010, which included the Inspector's recommendations.

### Supplementary Planning Documents

- 2.4 Supplementary Planning Documents (SPDs) do not have the status of Development Plan Documents, but are quicker to prepare and adopt, and therefore quicker to revise. SPDs are particularly useful in providing additional details on how a policy or policies will be interpreted and implemented.

### Supplementary Planning Documents – Housing provision

- 2.5 Consultation on the Housing Provision SPD also took place within the LDS timetable. This SPD sets out how Core Strategy policy CS18 is implemented. The National Park Authority adopted the Housing SPD on 20 October 2010.

Milestone	LDS Target Date	Date Achieved
Consultation of draft	February/March 2010	May 2010
Adoption	October/November 2010	October 2010

### Supplementary Planning Document – Bowness Bay

- 2.6 While we were preparing the Core Strategy, we envisaged that we would require a Supplementary Planning Document to provide further information on implementing Core Strategy Policy CS08 'Windermere Waterfront Programme', specifically in relation to Bowness Bay and The Glebe as a strategic regeneration location. During the Core Strategy examination, the Inspector recommended that

we provide further detail on the site within the emerging Allocations of Land DPD, rather than in the Core Strategy. We will therefore provide the necessary detail for implementing Policy CS08, where it relates to Bowness Bay and The Glebe, in the Allocations of Land DPD. This means that we do not need an SPD.

### **Supplementary Planning Document – Ambleside Campus**

- 2.7 The University of Cumbria decided in summer 2010 to mothball the majority of their buildings and significantly reduce their activity at the Ambleside Campus. We began preparing the Ambleside Campus SPD in November 2010, to ensure that we could proactively manage expectations and opportunities for the redevelopment and reuse of the campus following the University’s announcement.
- 2.8 Adopted in May 2011, the SPD provides guidance on implementing our Core Strategy policies CS07 (Central and South East Distinctive Area) and CS19 (Community, health and education facilities). The priority is to deliver Further or Higher Education in Ambleside. The SPD outlines alternative land uses, but is clear that all viable options for education must first be exhausted in accordance with a marketing campaign.
- 2.9 Subsequently, the University of Cumbria has reviewed its position and has offered a renewed commitment to reinvest in its Ambleside campus. We will continue to work with the University and the local community to ensure that we deliver the desired outcomes described in the SPD.

<b>Milestone</b>	<b>LDS Target Date</b>	<b>Date Achieved</b>
Consultation of draft	February/March 2011	
Adoption	May 2011	18 May 2011

### **Allocations of Land Development Plan Document (DPD)**

- 2.10 The production of the Allocations of Land DPD has been the principal focus for the remainder of the monitoring year. The consultation on the Preferred Options was delayed for two months in recognition of the complexities and sensitivities of allocating land, and the need to ensure comprehensive, accurate, detailed and clear information was in place to accompany the consultation. The LDS timetable will be amended to reflect the changes to the timetable for the production of the DPD.

### **Future revisions of the LDS**

- 2.11 The original LDS was published in March 2007, with a number of subsequent revisions to ensure it continues to accurately reflect the planned timing of key milestones. The most recent version of the LDS was adopted in February 2011.
- 2.12 Also in February, we submitted a successful application to the Department for Communities and Local Government, to be part of a national pilot to support local communities with the production of a Neighbourhood Plan – a new form of community-led planning document proposed within the Localism Bill. In order to resource this pilot, which is now known as a ‘Front Runner’ (and formerly a ‘Vanguard’) the timetable for the production of the LDF required amendments.

- 2.13 The only notable delay against the LDS timetable has occurred with the Allocations of Land DPD. This is predominantly because of the sheer volume of site suggestions which exceeded what was originally anticipated. Combined with the complex nature of many of these sites, it became apparent that the Allocations of Land DPD milestones in the revised LDS were unrealistic.
- 2.14 The current LDS covers three years from January 2011 to December 2013. Figure 1 shows the documents we are committed to produce and by when.



### 3 Performance of Development Management Team

3.1 Our aim is to provide an effective and efficient Development Management service that makes the best use of available resources, and to offer the best possible customer service to applicants and any other person with an interest in development control within the Lake District National Park. We publish a Customer Charter which details our commitment to achieving certain standards. This section gives details of the number of planning applications we received and the way in which they were processed.

#### Planning applications

3.2 We received 1,077 planning applications during 2010-11, which was similar to the level the previous year. We made decisions on 998 applications and, in line with previous years, approvals continued to be high, at 91 per cent. We believe one of the reasons for this may be the effort we put into giving pre-application advice. We have duty planners available for the public to speak to every day during the week and we hold free planning surgeries in locations throughout the National Park which allow people to obtain detailed planning information from a qualified planner.

3.3 Of the decisions made on planning applications, 85 per cent were decided by our staff acting under delegated authority, with the remaining applications decided by the Development Control Committee. This proportion of planning decisions taken under delegated powers fell slightly from previous years, but not to any significant degree.

Year	Number of planning applications received	Number of planning applications determined	Per cent of applications approved (%)	Per cent of applications decided under delegated powers (%)
2010-11	1,077	998	91	85
2009-10	1,079	924	91	89
2008-09	971	891	91	88

#### Speed of processing planning applications

3.4 The government has set statutory targets for the speed of processing planning applications. We aim to determine at least 60 per cent of major planning applications within 13 weeks, 65 per cent of minor applications within 8 weeks and 80 per cent of other applications within 8 weeks.

3.5 In 2010-11 we met the target for determining minor planning applications, but were below target in the time taken to determine both major and other planning applications. This may have been due in part to changes made to the Development Management service during the year. Also, the figure for processing major applications is based on relatively small numbers, with only 12 major applications being received during the year.

Year	Percentage of planning applications determined within timescale (%)					
	Major (13 weeks)		Minor (8 weeks)		Other (8 weeks)	
	LDNPA	Target	LDNPA	Target	LDNPA	Target
2010-11	58	60	67	65	75	80
2009-10	86	60	68	65	80	80
2008-09	64	60	66	65	84	80

### Satisfaction with the Development Management service

- 3.6 We measure the satisfaction of planning applicants by undertaking a survey every other year. There was no survey undertaken during 2010-11, so one will be carried out during 2011-12. The last survey was in 2009-10 and of the 112 responses to the question of how satisfied they were with the service received from our Development Management team in processing their planning application, 71 per cent of applicants said they were either 'very satisfied' or 'fairly satisfied'. This was similar to the results of the previous survey undertaken in 2006-07.

### Appeals against planning decisions

- 3.7 The number of appeals against our decisions was very low compared to the total number of applications we decided on. During 2010-11, 31 appeals were decided, with 45 per cent of them successful. We have not identified any policy or other trend in the appeals which were allowed. Of the 14 appeals allowed, six of them were split decisions.

### Planning Enforcement

- 3.8 We received 269 reports of potential breaches of planning control during the year. This continued the trend seen over the past few years of a falling number of reports.
- 3.9 The percentage of initial investigations into reports of potential breaches of planning control carried out within 15 working days was 80 per cent during 2010-11. This figure has reduced from previous years. This is because we are working more efficiently by visiting several sites in one area at the same time, in order to reduce our mileage and associated carbon emissions, and financial costs.

Year	Number of reports received of potential breaches of planning control	Percentage of reports of potential breaches of planning control initially investigated within 15 working days (%)
2010-11	269	80
2009-10	290	89
2008-09	328	96

## 4 Monitoring our policies

### What are we monitoring?

- 4.1 Current planning legislation places an increased emphasis on the plan, monitor and manage approach to planning. This requires Local Planning Authorities to produce an Annual Monitoring Report (AMR) for Local Development Frameworks (LDFs).
- 4.2 The AMR focuses on the effectiveness of the policies in the adopted development plan. The production of the Core Strategy was well advanced at the beginning of the monitoring period. It was the subject of a public examination from January 2010 and adopted in October 2010. Although the monitoring period for this AMR is 1 April 2010 to 31 March 2011 it will focus on the policies within the Core Strategy. Because of this transition to the Core Strategy, the figures identified in this year's AMR do not in many cases provide a baseline for future years, because it has only been possible to report on a period of approximately 5 months
- 4.3 The main assessment is structured to reflect the key themes of our Core Strategy for the National Park, which together combines to deliver the long term Vision for the Lake District National Park. These key themes comprise of:
  - Spatial Development Strategy
  - Area-based policies
  - Climate Change
  - Vibrant Communities
  - Prosperous Economy
  - Visitor Experiences
  - Spectacular Landscape
  - Minerals and Waste

### How do we monitor?

- 4.4 We use a selection of 'indicators'. These are measures of information or data that show us what is happening at different spatial levels. They are helpful in giving an overview of what changes are occurring and the effects on environmental, social and economic conditions. And they are also useful in examining the implementation of policies. There are two indicator types:
  - Core indicators – these are set out in Government guidance,
  - Local indicators – these are set by us to monitor activities that result from implementing planning policies; they include National Park 'family' indicators and Local Area Agreement (LAA) indicators.
- 4.5 Data is collected through internal data management systems, annual surveys and information provided through partner organisations.
- 4.6 A Sustainability Appraisal (SA) of the Core Strategy was undertaken by Land Use Consultants at each stage of production, to assess if there would be any potentially significant effects arising from it. Aside from influencing its

development, the conclusions of the SA were also fed into the development of the monitoring framework, so we can continue to measure and assess the implications of the Core Strategy.

### **How do we measure our success?**

4.7 Each indicator has been allocated a status of either:

- Green – agreed targets or measures of performance are currently being met or exceeded;
- Amber – agreed targets or measures of performance are not being achieved but not a recurring trend or concern;
- Red – agreed targets or measures of performance are not being achieved and it is unlikely that this will be addressed without specific interventions.

4.8 Of our Core Strategy indicators shown in this report, there are 27 indicators with a green status, 29 with amber and 0 with red. Some of the indicators have no status assigned as yet this year, as the data is not yet available to allow performance to be assessed.

## 5 Spatial Development Strategy

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS01: National Significance and distinctive nature of the National Park	For proposals outside the National Park – Number of applications we have recommended refusal, but have been approved by neighbouring planning authorities	Local	Smaller Better	No data
	% land managed in line with conservation objectives/number of schemes	Local	Bigger Better	
CS02: Achieving vibrant and sustainable settlements in the National Park	Approvals in Rural Service Centres	Local	>50%	
	Approvals in Villages	Local	20%	
	Approvals in Cluster Communities	Local	<30%	
CS03: Settlement Form	Proportion of applications approved against this policy	Local	100%	

### CS01: National Significance and distinctive nature of the National Park

#### Context

- 5.1 The purposes of National Park designation, and the statutory duty of the Lake District National Park Authority, are at the heart of the work we do and this is reflected in our Vision.
- 5.2 Policy CS01 recognises that one of the ways the Vision can be achieved is for us to ensure that all development is consistent with National Park purposes and duty. This is a fundamental principle which applies to all development.
- 5.3 The policy also reflects the ‘Sandford Principle’, ensuring that where proposals present a conflict between National Park purposes, greater weight is attached to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the area.
- 5.4 This duty extends to all neighbouring authorities and other bodies in considering development proposals inside and outside the National Park – including developments which would affect its setting despite being outside the National Park boundary.

#### Issues

- 5.5 We do not currently have an indicator which refers to the use of Policy CS01 in decision-making within the National Park. Whilst the purposes and duty are implicit in the decisions we take (and indeed are reflected by the Vision for the

Lake District National Park), in future monitoring periods it will be important to review our use of Policy CS01, particularly for those rare but significant cases where an irresolvable conflict between purposes is apparent. This will confirm whether decisions are indeed being taken in accordance with the policy, and if not this will trigger an appropriate action to address this.

- 5.6 Of equal importance is the decision-making by other bodies and organisations, in particular the four neighbouring local planning authorities. We need to monitor their decisions where they could be contrary to National Park purposes and duty, as this duty extends to their remit also.

### **Analysis**

- 5.7 We did not respond to any applications for proposals outside the National Park during period 1 April 2010 - 31 March 2011. This indicates that there were no proposals which our neighbouring local planning authorities believed would be in conflict with National Park purposes and duty.
- 5.8 An indirect indicator of the relative level of success of conserving and enhancing the natural beauty, wildlife and cultural heritage of the National Park is provided by the proportion of land managed in line with conservation objectives; approximately 74% of all land is part of a stewardship scheme (entry and higher level) in 2010/11 (data provided by Natural England). This should be treated as a baseline as the method of recording and delineation using the National Park boundary has been changed for this monitoring period. This is not a direct indicator for Policy CS01 but does relate to the wider purposes and duty reflected by CS01.

## **CS02: Achieving vibrant and sustainable settlements in the National Park**

### **Context**

- 5.9 The aim of Policy CS02 is to direct development of all types to the most appropriate location. This requires an effective settlement hierarchy to give this clarity, to enable development to support and maintain the vibrancy and sustainability of settlements and their hinterlands.
- 5.10 The level of development needs to be proportionate to the size and population of individual settlements and their capacity to accommodate further development.
- 5.11 The settlement hierarchy is as follows:
- Rural Service Centres
  - Village
  - Cluster Communities
  - Open countryside
- 5.12 At least 50% of development will be facilitated in Rural Service Centres (of which there are 13); 20% of development will be facilitated in Villages (of which there are 21). By default, up to 30% of development is anticipated in Cluster Communities and/or in open countryside.

## Issues

- 5.13 The proportions of development anticipated at each level of the settlement hierarchy are derived from where the population of the Lake District National Park lives - i.e. 50% live in Rural Service Centres, 20% live in Villages, and 30% live in either Cluster Communities or in open countryside.
- 5.14 There is unsurprisingly a direct correlation between where people live and the number of certain types of planning application received in those places. The figures are based on all development which requires planning permission – this can range from minor house extensions to major schemes.
- 5.15 It is important to stress that the type and scale of proposal likely to get planning permission in different places does differ – Rural Service Centres are the focus for contributing towards meeting local housing and employment needs for example, because this is the most effective way of bringing homes, jobs, services and facilities closest together.
- 5.16 However, because of environmental and landscape constraints in every Rural Service Centre, this limits their capacity to accommodate new development. So we also recognise that small scale housing, employment and other developments in Villages, Cluster Communities and sometimes in the open countryside are sustainable, where appropriate opportunities arise.
- 5.17 This approach has been introduced by the Core Strategy – previous planning policies were less flexible and rarely offered support for new dwellings outside of identified settlement boundaries. This was exacerbating pressures in these areas and, with the adoption of the Core Strategy, the release of this development pressure is evident in the relative proportions of applications approved across the settlement hierarchy.
- 5.18 Once adopted, the Allocations of Land DPD will also provide a mechanism to guide residential and employment developments to locations consistent with Policy CS02.

## Analysis

- 5.19 The table below outlines the proportions of all development approved during the period 20 October 2010 to 31 March 2011, by settlement type. This is the period during which the Core Strategy was adopted during the monitoring period.

Settlement Type	Number of applications granted	Percentage of total applications granted
<b>CS02a</b> – approvals in Rural Service Centres	<b>114</b>	<b>35.1%</b>
<b>CS02b</b> – approvals in Villages	<b>31</b>	<b>9.5%</b>
Cluster Community	15	4.6%
Open Countryside	165	50.8%
<b>CS02c</b> – approvals in Cluster Communities and Open Countryside	<b>180</b>	<b>55.4%</b>
<b>Total of CS02a, b and c</b>	<b>325</b>	<b>100%</b>

- 5.20 The proportions of all development at each level of the settlement hierarchy are expected to more closely resemble those stated in Policy CS02 in future years, when the surge of planning applications resulting from policy changes subside.
- 5.21 This pressure has existed in many Cluster Communities and the open countryside, resulting in high numbers of proposals being submitted in these areas, because the likelihood of obtaining planning permission for certain types of development has increased.
- 5.22 It will be important to monitor emerging trends in future years, to ensure that once the current situation stabilises, Policy CS02 is effective in directing development to the most appropriate locations as set out in that policy.

## CS03: Settlement Form

### Context

- 5.23 The focus of Policy CS03 is to ensure that development always respects the character and appearance of settlements, having regard to environmental and infrastructure capacity. It is essential that development does not compromise the special qualities of the Lake District National Park.
- 5.24 The policy ensures that development takes place where it is within or well related to the form of settlements. This is reinforced by a number of other principles in the interests of the character and setting of settlements.

### Issues

- 5.25 Rather than having settlement boundaries which can be somewhat arbitrary delineations over where is or is not well related, regardless of the scale or character of proposed development, CS03 provides guiding principles on determining the acceptability of development on any given site.
- 5.26 The policy does however acknowledge that in some places, it is possible that the combination of pressure for development and the nature of environmental constraints or other constraints mean that a development boundary may be the most appropriate development management tool.
- 5.27 The trigger for considering delineating a settlement boundary is reflected by the indicator for this policy – where we find that applications are consistently being refused against this policy it will be apparent that there is pressure for development that cannot be accommodated in the settlement using the criteria of the policy.
- 5.28 If such trends emerge, we will use the Annual Monitoring Report to establish whether, for instance, housing consents are being granted at an appropriate rate and at a level in line with both the identified need of the locality, and the apportionment of development within Policy CS02 and the Distinctive Area policies.

### Analysis

- 5.29 The monitoring period for this policy is since its adoption on 20 October 2010, until 31 March 2011.

- 5.30 During this period no planning applications were approved which were deemed to be contrary to Policy CS03.
- 5.31 59 applications made specific reference to Policy CS03, and were considered to be in accordance with the policy. 100% of these applications were approved.
- 5.32 No applications have been refused due to being contrary to Policy CS03.
- 5.33 These findings are positive; it indicates that the policy is effective and that unmanageable pressure for development is not occurring in any settlements to date.

## 6 Area based policies

- 6.1 The Core Strategy recognises that the National Park contains some diverse landscapes and communities, which face their own unique sets of issues, opportunities and aspirations. In order to enable communities to respond to these particular issues and opportunities, we identified five Distinctive Areas.
- 6.2 Each of the Distinctive Areas has a strategic policy which is still consistent with the overall spatial development strategy, but guides us to respond to specific matters and priorities in the area. Our response may have otherwise been contrary to a single ‘one size fits all’ strategic policy approach.
- 6.3 Distinctive Areas have received widespread community support, and the Inspector at the Core Strategy examination also found this to be a justified and effective approach. It represents a truly innovative means by which the planning system and the work of the National Park Authority can empower local communities to address their needs and priorities, by enabling rather than preventing development. The Distinctive Areas approach is recognised as being central therefore to delivering the Core Strategy, and this commitment will shape the way in which the National Park Authority’s services operate in future years.

### CS04: North Distinctive Area

Indicators	Type of Indicator	Target	Trend
% of all LDNPA approvals in this area	Local	25%	
Housing completions	Local	16 per annum	

#### Context

- 6.4 The North Distinctive Area is a mix of upland limestone, high fell fringe, rugged high fell and upland valleys, woodland and lakes. It hosts a settlement pattern of small villages, hamlets and dispersed farmsteads, supported by a network of minor secondary roads. There is also evidence of prehistoric settlement and industrial archaeology.
- 6.5 Approximately 10,700 people live in this distinctive area, and it has strong social and economic links with the larger towns outside the National Park towards the west coast. Although these towns offer the main high tier services, Keswick has a distinctive and vibrant central shopping area and a secondary school which serves a large catchment area.
- 6.6 The housing market is unbalanced. Many local residents cannot afford housing. Income to house price ratio is 8:1 and 805 new affordable homes are required by 2011. There is a high number of holiday lets, and high levels of second home ownership in Above Derwent, Bassenthwaite and Borrowdale parishes. Areas around Keswick and Borrowdale are the main areas for visitor accommodation and attractions, whilst other areas, particularly around Caldbeck and Uldale, have a quieter character where tourism is less well developed.

## Issues

- 6.7 Development is needed to support the local economy and contribute towards meeting the local affordable housing need, but there is limited capacity to accommodate change without compromising landscape character, visual sensitivity and cultural sensitivity.
- 6.8 The economy relies on tourism and retail, which generally offer only low paid part-time and seasonal employment. And many jobs are low skilled. There is a lack of start-up businesses and business premises to which they can locate to. The agricultural sector is experiencing decline and farm diversification schemes are becoming more common.
- 6.9 The traditional settlement pattern and poor public transport in some areas means that people rely on private transport. The current high cost of fuel is challenging the mobility of rural communities.
- 6.10 A significant proportion of accommodation is tourism-related and demand for all types of housing remains high. House prices are high and there is a shortage of rental properties. This leads to long waiting lists for affordable housing and also an unbalanced housing market. There is an acute need for more affordable housing, especially in Keswick. Community facilities vary and some settlements lack open space and playground provision. There is a demand for allotments in Keswick and Above Derwent.



## Analysis

- 6.11 Of the 326 planning applications granted approval between 20 October to 31 March 2011, 97 were located in the North Distinctive Area. This equates to 29.8 per cent which is above the target of 25 per cent.
- 6.12 Only 1 dwelling was built in the monitoring period. This falls significantly short of the target of 16 per annum. There are currently 26 houses under construction, a significant portion of which will hopefully be completed in the next monitoring period. And since April 2011, 5 new houses have been granted planning permission in line with our policy requirement for the delivery of local need and local affordable need housing. It must be stressed however that whilst we can influence the delivery of new housing by granting planning permission, we have no control or influence over whether houses are ultimately built.
- 6.13 Keswick and Caldbeck are the two Rural Service Centres serving this distinctive area. The most recent housing needs survey for Keswick identifies a requirement for 80 affordable houses by 2016, and in Caldbeck there is a need for 20 units by 2012. To support this we are currently developing our Allocations of Land Development Plan document which, at the time of writing, is at the Preferred Options stage. This seeks to identify sites which we consider suitable for affordable housing to meet the identified affordable housing need until 2025. Through this process, a total of 6.11 hectares has been identified across the North Distinctive area which has the potential to deliver 183 affordable houses if all sites are allocated.

## CS05: East Distinctive Area

Indicators	Type of Indicator	Target	Trend
% of all LDNPA approvals in this area	Local	7%	
Housing completions	Local	6 per annum	
% of new tourism development in rural service centres and Pooley Bridge	Local	100%	

### Context

- 6.14 The East Distinctive Area is characterised by the rugged and craggy volcanic high fells of Helvellyn, Fairfield and High Street massifs split by the upland valley catchments of Ullswater and Haweswater/Lowther. This is a predominantly rural area and has the lowest population of any of the distinctive areas with just 3700 people. Settlements are sparse and small-scale with this distinctive area having only one Rural Service Centre – Glenridding and Patterdale. A number of smaller settlements also provide some basic services but areas outside the National Park, such as Penrith, have an influence on communities in the East and how they access services.
- 6.15 Agriculture and Tourism play a significant part in shaping the area's economy. There is a higher proportion of self-employment, and the majority of firms are small, lifestyle and family established businesses. Lake Ullswater is the main focus for tourism related activity as the lake is one of four navigable lakes in the National Park. However, fell walking, climbing and other mountain pursuits are popular and Helvellyn is possibly one of the busiest summits in the National Park. Plans to make Lowther Castle into a new visitor destination are likely to result in more visitors attending this Distinctive Area.
- 6.16 House prices in the East Distinctive Area are high when compared to average incomes. Income to house price ratio using mean figures is 9.6:1. This can be attributed to significant demand for second and holiday homes which currently make up 18 per cent of the housing stock.

### Issues

- 6.17 There is a lack of affordable housing either to rent or buy in the East Distinctive Area. Current housing needs surveys have identified a housing need of 61 affordable dwelling units by 2014.
- 6.18 Due to the lack of large settlements in the East Distinctive Area communities are reliant on services and facilities in Penrith but rural transport infrastructure is poor.
- 6.19 There is a reliance on the tourism economy resulting in a high proportion of part-time, low wage, and seasonal work resulting in seasonal drops in trade and employment.
- 6.20 Future trends in the camping and caravan industry are likely to shape the visitor experience. The recent trend is towards static caravans and lodges, away from touring pitches, and for static caravans and lodges to be larger in size. There are a number of caravan and camping sites in the East Distinctive area in particular

around Lake Ullswater so there may be pressure to extend sites to accommodate more pitches.

- 6.21 The opening of Lowther Castle as a visitor destination attraction will result in additional visitor numbers. Providing alternatives to the private car and enabling people to choose sustainable transport options is one way that the issue can be addressed.

**Analysis**

- 6.22 Of the 326 planning applications granted approval between 20 October 2010 to 31 March 2011, 27 were located in the East Distinctive Area. This equates to 8.3 per cent which is above the target of seven per cent.
- 6.23 Only one dwelling was completed in the monitoring period which falls short of the target of six dwellings per annum. However, during this monitoring period one affordable and six local needs dwellings have been approved.
- 6.24 There was no new tourism developments granted approval in Rural Service Centres or Pooley Bridge in the East Distinctive Area. However, additional works were approved for Lowther Castle and the gardens, having been originally granted approval in late March 2010 as a heritage and interpretation visitor attraction. Whilst this is outside a Rural Service Centre or Pooley Bridge it is consistent with the intentions of Policy CS24.

**CS06: West Distinctive Area**

Indicators	Type of Indicator	Target	Trend
% of all LDNPA approvals in this area	Local	10%	
Housing completions	Local	4 per annum	
% of new tourism development in rural service centres and Ravenglass	Local	100%	

**Context**

- 6.25 The coastline is an important feature of the West Distinctive Area stretching approximately 19 kilometres from Drigg and Ravenglass to Silecroft. Low-lying areas between the coast and the dramatic High Fell Ridge provide a variety of different characteristics.
- 6.26 The population of the West Distinctive Area is the second smallest in the National Park with approximately 4094 people spread across small scattered communities. The main settlements in this area are Gosforth and Bootle, although a number of smaller settlements provide some basic services and facilities. Links to centres outside the National Park for example Millom, Cleator Moor, Egremont, and Whitehaven are important for service provision.
- 6.27 The housing market is generally balanced in the West Distinctive Area partly as a result of significantly lower numbers of second and holiday homes. However, there are pockets, such as Eskdale and Wasdale, where the market is not balanced.

- 6.28 The nuclear sector and its related supply chain is important to the West Distinctive Area and West Cumbria more generally as the sector provides better paid jobs. However, away from the nuclear sector low income is a characteristic of the area.

### **Issues**

- 6.29 Although there tends to be a more balanced housing market in the West Distinctive Area affordable housing need has been identified. By 2025 it is anticipated that 26 per cent of the population will be aged 65 or over.
- 6.30 Decommissioning work continues at Sellafield and jobs continue to be cut as this process continues, but proposals for a new nuclear power station adjacent to the Sellafield site is likely to result in a significant number of new jobs being created. This will lead to infrastructure pressures and may result in additional demand on the housing stock. In addition to the potential nuclear new build, the West Cumbrian Authorities are speaking to Government about a geological disposal facility for higher level radioactive waste being potentially located in West Cumbria. Further consideration will need to be given to establish if there is likely to be any impact on the National Park or businesses operating within.
- 6.31 Public transport services are limited and the M6 and West Coast mainline are not easily accessible creating a perception of remoteness. However the coastal railway line offers potential to improve services. Commuter traffic using high fell roads result in localised congestion.

### **Analysis**

- 6.32 Of the 326 planning applications granted approval between 20 October 2010 to 31 March 2011, 28 were located in the West Distinctive Area. This equates to 8.6 per cent which is just below the target of ten per cent.
- 6.33 There were no new dwellings completed in the West Distinctive Area during the monitoring period therefore not achieving the target of four dwellings per annum. However, during this monitoring period five local needs dwellings were approved therefore it is hoped that there will be some completions to report in the next AMR.
- 6.34 No new tourism developments were granted approval in Rural Service Centres and Ravenglass during the monitoring period. A farm diversification scheme comprising a camping and caravan site for 30 tents and 5 caravan/motor homes was approved. This is consistent with the intentions of policies within the Core Strategy.



## CS07: Central and South East Distinctive Area

Indicator(s)	Type of Indicator	Target	Trend
% of all LDNPA approvals in this area	Local	44%	
Housing completions	Local	26 per annum	

### Context

- 6.35 With 13,000 people living in the Central and South East Distinctive Area, it is the most populated, most visited, and most developed part of the National Park. The Rural Service Centres of Windermere and Bowness, Ambleside, Grasmere and Staveley are in this area, along with the villages of Elterwater and Chapel Stile, Troutbeck and Troutbeck Bridge, Crosthwaite, Witherslack and Lindale.
- 6.36 Windermere lake is a prominent landscape feature in this area. There are hotels and attractions along the length of the lake. The upland valleys support working communities, and are popular with visitors, especially outdoor enthusiasts. Langdale and Grasmere are relatively busy, while Kentmere and Longsleddale are less developed and offer more tranquillity. The southern part of the area is generally lower lying, with a generally quiet character.
- 6.37 There is a good range of shops, services and facilities in Windermere, Bowness and Ambleside. The Central and South East Distinctive Area also has good links to services in Kendal and in Grange-over-Sands. There is good access from the M6, via the A590 and the A591, and the Lakes Line train links Staveley and Windermere to the west coast main line. A car ferry, launches and steamers operate on Windermere, and we want to build on these for use as public transport. Lakeside also has a railway link between the lake and Haverthwaite.
- 6.38 Tourism is the main income earner and employer for the Central and South East area. There is a long history of tourism, resulting in a range of accommodation and facilities to meet visitors' demands. Bowness-on-Windermere is a particularly popular destination, and is the first experience of the National Park for many visitors.



### Issues

- 6.39 House prices in this area are high, particularly compared to average earnings. Many of the settlements are popular for second homes and holiday homes, which has put pressure on house prices.
- 6.40 There are some existing business sites, for example the Mill Yard in Staveley, and Alnet Business Park in Lindale. However, these sites have few vacancies and there is little available employment land in the area. Away from the larger settlements, many people work in the agricultural industry and there are an estimated 336 active farms. The National Trust is a major landlord.

- 6.41 High visitor numbers and commuting patterns result in significant congestion in some places at certain times. This adversely impacts on residents' and visitors' experiences, and produces significant carbon emissions.
- 6.42 Open market housing is unaffordable for some local people, and there are limited opportunities for people to access affordable housing. Housing prices combined with the low wage economy mean that young people and young families find it difficult to stay in the area. This has knock-on effects on shops and service provision, particularly in smaller settlements like Crosthwaite.

**Analysis**

- 6.43 We approved 326 planning applications in the National Park. 127 of these were in the Central and South East Distinctive Area. This is 38.9% of approvals. Development in the area was slightly lower than the target of 44%, but the difference is not significant enough to indicate that there is a problem.
- 6.44 There were 25 completions for the full year 2010-2011 in the Central and South East Distinctive. This is one completion lower than the target, indicating that we are delivering the level of housing that we are aiming to deliver.
- 6.45 Of the 25 additional homes, four were affordable homes, thirteen local needs homes and eight open market (or unfettered) homes. Looking at location, fourteen were in rural service centres, three in villages and eight in cluster communities or the open countryside.
- 6.46 In future we expect there to be lower levels of open market homes, as our policies no longer enable development of open market housing in the National Park. We are currently working to allocate sites for affordable housing in Windermere and Bowness, Staveley, Ambleside, Grasmere, Crosthwaite, Troutbeck Bridge, and Witherslack. When these sites are allocated, we anticipate an increase in housing completions for affordable homes.
- 6.47 The higher proportion of new homes in Rural Service Centres in the South East and Central Distinctive Area is consistent with our spatial development strategy.

## CS08: Windermere Waterfront Programme

Indicators	Type of Indicator	Target	Trend
Proportion of applications approved against this policy	Local	Bigger Better	

**Context**

- 6.48 Policy CS08 is an area-based policy, which seeks to provide a world class visitor experience around Windermere lake. The Windermere Waterfront Programme will enable the delivery of world class visitor accommodation and facilities. It will ensure that Windermere lake is the centre of a cohesive destination, with sustainable transport options linking attractions and accommodation.
- 6.49 The Windermere Waterfront Programme is made up of key sites around the lake, providing visitor attractions and facilities. We are working with landowners and stakeholders to deliver improvements and developments at the key sites. Policy

CS08 enables us to support proposals for sustainable tourism and to seek developer contributions for transport and public realm investment.

- 6.50 Within the Windermere Waterfront Programme, we consider Bowness Bay and The Glebe area to be particularly important. We have identified it as the best place in the Lake District to deliver a world class visitor experience. Bowness Bay and The Glebe is a strategic regeneration location, and we will define the boundary and details in the Allocations of Land Development Plan Document (DPD). The site allocation will assist us in securing private and public investment to deliver improvements to Bowness Bay and The Glebe.

### Issues

- 6.51 Windermere Waterfront Programme involves several landowners and stakeholders. We have set up the Windermere Waterfront Steering Group to facilitate discussions between landowners, tourism operators and stakeholders, so we can deliver the programme's aspirations.
- 6.52 We have prepared our Preferred Options report for the Bowness Bay and The Glebe site allocation. The report identifies an overall site boundary for the strategic regeneration location, and preferred future developments within that boundary. It includes development sites and open space. Changes in the general economic situation mean that we may not be able to deliver some of our earlier aspirations. We are working with partners, such as South Lakeland District Council, to identify alternative funding for public realm enhancements.

### Analysis

- 6.53 We have approved 100% of the applications that supported policy CS08.
- 6.54 We assessed four applications against policy CS08. Three applications supported the policy and we approved them. One application was contrary to the policy and we refused it.
- 6.55 Although we have only received a small number of applications relevant to policy CS08, the decisions on those indicate that we are meeting the intention of the policy. Two of the applications, Brockhole jetty and a museum extension, contributed to visitor attractions around Windermere lake.

## CS09: South Distinctive Area

Indicator(s)	Type of Indicator	Target	Trend
% of all LDNPA approvals in this area	Local	14%	
Housing completions	Local	8 per annum	

### Context

- 6.56 The South Distinctive area is dominated by the backdrop of sweeping high fells, which include the Old Man of Coniston and Scafell Pike. Away from the main settlements, there is a very strong sense of remoteness, isolation, wilderness and tranquillity. This is characterised by open and natural valleys, frequent small patches of deciduous woodland, and an extremely sparse settlement pattern of isolated farmsteads dotted amongst pasture fields. Its industrial legacy, for example copper mining, is evident in the present-day landscape.

6.57 The population of the area is 6033, and most people live in the main settlements of Coniston, Hawkshead, Broughton-in-Furness, Backbarrow and Haverthwaite. These are Rural Service Centres and provide access to a range of local services including a secondary school in Coniston. The north of the area has good links with Ambleside, Windermere and Bowness, and to Barrow and Ulverston outside the National Park in the south. Both Barrow and Ulverston provide access to a range of services, such as hospitals, and retail provision not available locally within the Distinctive Area.

6.58 The whole area is popular for recreation and offers a variety of tourist attractions. Tourism and agriculture are an important part of the local economy, contributing to the area's strong identity as a living and working community.



6.59 There is a high demand and high pressure housing market, with limited opportunities to buy affordable housing. The mean house prices in 2011 were £314,220 and mean income £35,831, giving a mean income to house price ratio of approximately 9:1. The average income for those in the lower quartile is £18,899. The market is distorted by high numbers of second homes and holiday homes. Approximately 14 per cent of the housing is used for second homes, rising to 51 per cent in Coniston.

### **Issues**

6.60 There is a lack of affordable housing throughout the area. Recent surveys have identified a housing need of 157 affordable dwelling units. In addition, by 2025 we anticipate that 31 per cent of the population will be age 65 and over, which will influence future residential needs.

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

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

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

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

- 6.65 The opening of the High and Low Newton by-pass makes part of this area more accessible to visitors.
- 6.66 The area is highly sensitive to noise and light pollution. Pressure from new development could result in a loss of tranquillity, which is a key feature of the area outside the main settlements. Pressure to regenerate the area may also impact on the industrial archaeology.
- 6.67 Flooding is becoming worse both in frequency and scale. Coniston, in particular, has major flooding concerns.
- 6.68 Broughton-in-Furness straddles the National Park boundary, meaning the settlement benefits from the planning services of the National Park Authority and South Lakeland District Council. It is important that both Authorities provide a consistent planning approach for Broughton-in-Furness as a whole.

### **Analysis**

- 6.69 In Policy CS09 we anticipate that approximately 14 per cent of development will be in the South Distinctive Area. This corresponds to eight homes per annum based on our annualised target of 60 homes.
- 6.70 The number of new build completions minus demolitions, together with any gains or losses through change of use and conversions shows that, in the South Distinctive Area, 15 additional homes were provided during 2010-11. This includes 11 affordable homes and four unfettered dwellings. The new homes are all in the Rural Service Centres.
- 6.71 We have also monitored the percentage of approved planning applications in the South Distinctive Area. Between 20 October 2010 and 31 March 2011 47 out of a total of 326 approved applications in the National Park were in this Distinctive Area (14.4%). This indicator is, however, based on the number of applications rather than application type: one application could therefore be for several houses whilst another could be an extension to a single dwelling or a change of use.

## 7 Design and development

- 7.1 The National Park is a living and working environment of outstanding natural quality, but is not immune to the pressure for change required to support and sustain a modern society. Development in the National Park needs to complement and reinforce the spectacular landscape and its special qualities.

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS10: Achieving design excellence	Proportion of applications approved against this policy	Local		
CS11: Sustainable Development Principles	Proportion of applications approved against this policy	Local	100%	
CS12: Major Developments	Proportion of applications approved against this policy	Local	100%	
CS13: Planning Obligations	Number of Section 106 agreements secured to meet requirements of policies listed in Para. 4.13.1 of Core Strategy	Local	Bigger Better	Policy implementation requires SPD

### CS10: Achieving Design Excellence

#### Context

- 7.2 We want to see design that's high quality and innovative, and that takes its inspiration from the National Park landscape. Development should achieve design excellence, be of the right type and in the right location, in order to add to the existing high quality natural environment and enhance the built environment. Through consistently encouraging high quality design, we will establish a reputation for design that inspires people to live, work and enjoy the National Park.

#### Issues

- 7.3 Design is not only about how a building or a place looks, it should contribute to a sense of local identity and incorporate sustainable development principles. Design should reflect the townscape and wider landscape, as well as complementing neighbouring buildings. It should be the basis for durable and flexible developments, that can adapt to climate change and wider social and economic changes. Designing accessible and safe places is another consideration, and policy CS10 aims to address these issues.
- 7.4 We have replaced the indicator summarising the Civic Trust Awards with a new one that assesses the proportion of applications that support policy CS10, that are approved against this policy.

### **Analysis**

- 7.5 We received 104 applications that were relevant to policy CS10. Of those, 100 supported policy CS10 and we granted permission for 100% of the applications that supported the policy (100 applications).
- 7.6 Four applications were contrary to policy CS10, and we refused all of them (100%).
- 7.7 The monitoring data indicates that we are approving applications that meet policy CS10's design requirements, and refusing those that don't.
- 7.8 In addition to the policy, we held a training day with National Park Authority members to review completed developments. Some of these were examples of good quality design, while others provided a discussion as to what design features we can improve in the future.

## **CS11: Sustainable Development Principles**

### **Context**

- 7.9 Our Vision states that we aim to be an inspirational example of sustainable development in action, and this policy sets out the guidelines on how new development should contribute to achieving this.
- 7.10 Sustainable development means enabling communities to develop in a way that provides for their current needs, but protects the National Park's landscape, special qualities and resources for future generations so that they are able to provide for themselves.

### **Issues**

- 7.11 Opportunities for development are restricted in the National Park. Topography and designations are physical limitations of some of our larger settlements. On-going problems with wastewater network capacity, flood risk and environmental constraints challenge our ability to accommodate the level of development needed in some towns and villages.
- 7.12 The overarching intention of policy CS11 is for all developments to demonstrate that they meet sustainable development principles. However, we receive a considerable number of planning applications for minor schemes, where we do not consider it appropriate to refer to sustainable development principles. Minor applications, such as an external porch or single storey house extension, are examples of development that we do not consider proportionate to the intended use of the policy.

### **Analysis**

- 7.13 During the monitoring period 102 applications have referred to policy CS11, of which 97 were approved. Five applications were considered contrary to policy but we granted permission for three of these. The principles of sustainable development are implicit throughout the Core Strategy, and the three applications approved were supported by a number of other policies. Therefore, on balance we considered these proposals as acceptable.

Table 1: Applications contrary to Policy CS11

Application no.	Proposal	Decision
7/2010/3073	Extend kitchen	Refused
7/2010/5460	Garage and dormer windows	Granted
7/2010/5521	Restore old cottage to provide farm holiday let	Granted
7/2011/5014	Demolition of existing dwelling and construction of new dwelling	Refused
7/2011/5023	The construction of a new timber tool shed and a separate cedar framed greenhouse	Granted

## CS12: Major Developments

### Context

- 7.14 We define major development as development which is more than local in character and which has a significant adverse impact on the special qualities of the National Park.
- 7.15 National Parks are not appropriate locations for major development, unless in exceptional circumstances where the development is absolutely necessary, is in the national interest and where there is no practical alternative.
- 7.16 Examples of major development proposals include road schemes, pipelines, energy supply schemes, water supply schemes, large scale tourism or leisure schemes, major mineral workings or proposals for major new waste disposal or management facilities.



### Issues

- 7.17 Major development outside of the National Park boundary may also impact on the National Park. Proposals for a new nuclear power station near Sellafield and facilities for the radioactive waste disposal in West Cumbria would require upgrades to the existing infrastructure, and have the potential for significant adverse effects on our special qualities.
- 7.18 We are working with the relevant Cumbrian authorities and partners to ensure we are fully involved in these proposals, so we can help identify appropriate mitigation measures.

### Analysis

- 7.19 We have not received any applications which have required assessment against this policy. This is not unusual due to the nature and scale of applications relevant to this policy. All applications approved during the monitoring period are considered small-scale and appropriate to the context of a National Park.

## CS13: Planning Obligations

### Context

- 7.20 In order for development to take place within infrastructure capacity, without unacceptable harm, or in accordance with planning policies, we sometimes ensure that developments are accompanied by restrictions or requirements which cannot be secured by using planning conditions.
- 7.21 These legal agreements are commonly known as 'Section 106 agreements' or 'planning obligations'.
- 7.22 Planning obligations can only be used where they are necessary to make development acceptable in planning terms. For instance, we have used this type of restriction on housing to meet affordable local needs for several years.
- 7.23 Policy CS13 identifies the circumstances when an obligation may be sought, the matters that such obligations may relate to and the policy areas where such a requirement may arise.

### Issues

- 7.24 A matter which was discussed with the appointed Inspector during the examination of the Core Strategy was the proposed means of implementing Policy CS13.
- 7.25 The policy is intended to provide a 'hook' for a subsequent Supplementary Planning Document (SPD), which will set out the detail with regard to developer contributions and the implementation of this policy requirement.
- 7.26 Due to the range of developments which may come forward within the National Park, and within the plan period of 2010 – 2025, we cannot pre-empt the form that all developer contributions may take.
- 7.27 Until the SPD is prepared, we continue to use developer contributions where appropriate and necessary.
- 7.28 The adopted Local Development Scheme indicates that consultation on a Planning Obligations SPD will take place during April and May 2012, with adoption anticipated in August 2012. However, in order to ensure sufficient resources are available to the allocations of land process, reprioritisation is necessary. The LDS will be revised early in 2012 and it is likely that the production of the Planning Obligations SPD will be postponed.

### Analysis

- 7.29 A total of 25 planning applications are currently subject to the drafting of Section 106 agreements.
- 7.30 Between 20 October 2010 and 31 March 2011, 4 planning applications were approved, accompanied by Section 106 agreements.

## 8 Climate Change

- 8.1 There is scientific consensus that climate change is occurring, and that it is primarily a result of increased greenhouse gases that alter the planet's natural heating and cooling processes. Carbon dioxide is one of the main greenhouse gases, and carbon dioxide emissions have been gradually increasing due to human activity.
- 8.2 Climate changes are likely to have wide reaching effects on biodiversity, increased flood risk, visitor trends and changing agricultural patterns. This will impact the National Park, its economy and its communities. We are actively pursuing adaptation and mitigation measures through our planning policies and through the Lake District National Park Partnership actions.
- 8.3 With the Lake District National Park Partnership, we have agreed a carbon budget for the Lake District, which will reduce the Lake District's 'footprint' by 1 per cent per year, the equivalent of 23,000 tonnes of carbon dioxide. We won the North West Climate Change Local Authority Support Programme award for our carbon reduction programme and were runners-up in two other categories. And our work was also rewarded with the Energy Saving Trust's National Fleet Hero award for leadership in the Public Sector and as runners-up in the Grey Fleet management category. We reduced our carbon emissions by 3.8 per cent from 2009-2010.

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS14: Sustainable Transport Solutions	% total length of public rights of way which are easy to use	Local	>75% by March 2012	
	Traffic flows at sample locations	Local	Smaller Better	
	% of visitors travelling around Cumbria by car	Local	Smaller Better	
CS15: Maximising Energy Efficiency	Proportion of applications approved against this policy	Local	100%	
	% reduction of per capita CO2 emissions in Cumbria	Core – NI 186	9.6 tonnes (2010-11)	Insufficient data
CS16: Generating Renewable and Low Carbon Energy	Amount of renewable energy generation equipment installed by capacity and type	Core – NI E3	Capacity for NW Region: 2010 – 1,234 MW 2015 – 1,932 MW	No data
CS17: Development and Flood Risk	Proportion of applications approved contrary to this policy	Local	0 per annum	
	No. planning permissions granted contrary to Environment Agency advice on flooding and water grounds	Core	0 per annum	

## CS14: Sustainable Transport Solutions

### Context

- 8.4 Traffic and transport affects us all, be it for business, domestic or leisure uses, and whether we use private vehicles or travel more sustainably. Our challenge is to tackle traffic growth and protect environmental quality, without compromising business interests or restricting residents from their day-to-day activities.
- 8.5 Government policy in recent years has focused on reducing the need to travel, and promoting sustainable travel choices. This is clear in the Transport Act 2000, the White Paper 'A New Deal for Transport: Better for Everyone', Planning Policy Guidance Note 13, and 'Low Carbon Transport: A Greener Future'. The emphasis is on integrated planning, more sustainable movement of freight, reduced parking and adopting road hierarchies based on road character. The Government advises that, subject to safety, environmental quality should be the primary aim for road planning, management and design in National Parks.
- 8.6 The Local Transport Plan sets out a vision for Cumbria's transport network that provides safe access to jobs and services; supports a sustainable economy; maintains and improves the quality of the built and natural environment; and contributes to better public health. Other key reports include the Countryside Access Strategy and Cumbria Rights of Way Improvement Plan 2007 which promote access opportunities for walkers, cyclists, horse-riders and people with limited mobility'.
- 8.7 We have identified a delivery programme with Cumbria County Council which includes:
- transport hub development (including the improvement of interchange between different modes of transport, and parking provision)
  - traffic management (including the management of access to, and within, different areas of the National Park)
  - cycling and horse riding network development (including the strategic development of networks)
  - passenger transport improvement (including development of high quality waiting facilities, information provision, service and ticketing integration, marketing and communications).
  - low carbon vehicle network development (including demonstration of alternatively fuelled vehicles, market appraisal and development of recharge and refuelling infrastructure).

### Issues

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

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



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

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

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

8.13 Carbon emissions, not just from visitor-related trips, are contributing significantly to climate change.

### **Analysis**

8.14 We monitor the percentage total length of public rights of way which are 'easy to use', for example signposted and free from obstruction. Surveys suggest that, in 2010, 68.7% of the rights of way network was easy to use.

8.15 Using data provided by Cumbria County Council, we analyse annual average daily traffic flows at sample locations across the National Park. These show an overall decline in traffic of 10.8% between 2004 and 2010, and a decline of 3.6% between 2009 and 2010.

8.16 Using data provided by Cumbria Tourism, we monitor the percentage of visitors travelling around Cumbria by car. Visitors are defined as those on a visit of more than three hours and travelled more than 20 miles. The findings show that in 2006, 85% of those interviewed said their main mode of transport was a private motor vehicle compared to 77% in 2009. Figures for walking, coach tours and use of buses all showed an increase in 2009 compared to 2006.

- 8.17 Our target, set in the Partnership's Plan October 2011, is to reduce the percentage of visitors whose main mode of transport during their visit is a private motor vehicle to below 70 per cent by 2015.

## CS15: Maximising Energy Efficiency

### Context

- 8.18 Burning fossil fuels for heating, lighting, and air conditioning our homes and workplaces contributes to carbon emissions. Minimising energy consumption and increasing energy efficiency is the first step towards meeting our carbon budget and for reducing carbon emissions. We can reduce energy use in developments through effective layout and design, and by incorporating high standards of insulation.
- 8.19 We aim to help reduce carbon emissions in the Lake District National Park and reduce people's energy costs, by achieving the highest practical energy efficiency in developments.

### Issues

- 8.20 The National Park's climate means that energy efficiency is important not only for reducing carbon emissions, but for providing buildings that are comfortable to live and work in. Most new housing in the National Park will be affordable housing, to meet local affordable need. People in need of affordable housing are most susceptible to rising energy bills, and should not bear the cost of energy inefficient homes.
- 8.21 Building regulations are progressively requiring better energy efficiency standards, and will require all new homes to achieve zero carbon by 2016. We can further influence energy efficiency by working with developers to ensure that building orientation, location, and layout maximises solar gain and minimises wind. Design also plays a part, for example where windows are placed and window size.
- 8.22 Assessing how a building functions is a new area of influence for development management. We anticipate that making changes to the way that people design and build will be a gradual process as development management planners, developers and planning agents become more familiar with policy CS15 and with incorporating energy efficiency features into building proposals.

### Analysis

- 8.23 Data on per capita carbon emissions for Cumbria shows a 15.6 per cent reduction in carbon dioxide emissions between 2005 and 2009. Carbon emissions in 2005 in Cumbria were 9.6 tonnes per capita; in 2009 they were 8.1 tonnes per capita. (Data from the Local and Regional CO<sub>2</sub> Emissions Estimates for 2005-2009, Department of Energy and Climate Change, Crown Copyright.)
- 8.24 All districts covering the National Park have had a downward trend in carbon emissions. It is likely that a proportion of this reduction is due to the economic recession, as much of the reduction has come from industry and commerce. The recession has influenced carbon emissions nationally.

- 8.25 We assessed nine applications against policy CS15. We granted permission for 100% of the proposals that supported policy CS15 (eight applications). One application was contrary to policy CS15, and we still granted planning permission for it. The application was for two affordable housing units, and it supported several other policies.
- 8.26 The data indicates that we have achieved our target of 100% for proportion of applications that support policy CS15 that are approved.

## CS16: Generating Renewable and Low Carbon Energy

### Context

- 8.27 We want to increase the amount of low carbon and renewable energy generated in the National Park.
- 8.28 The UK Renewable Strategy (2009) suggests that 15% of our total future energy needs should come from renewable sources by 2020. Although we don't expect that this aspiration will be disaggregated to local areas, Cumbria is committed to contributing to renewable energy generation. We recognise that the National Park has a significant role in reducing Cumbria's carbon emissions, and we want to be a leader in promoting decentralised and small-scale renewable energy schemes.
- 8.29 Policy CS16 supports renewable and low carbon energy schemes in the National Park, where they do not adversely affect landscape character or the special qualities. We are also contributing to reducing carbon emissions by requiring renewable or low carbon energy generation as part of new developments. We require all new housing developments, and all developments for other uses of 200sqm or more floorspace to reduce the predicted carbon emissions of the development by 10 per cent or more through generating renewable or low-carbon energy.

### Issues

- 8.30 Cumbria's total energy demand is likely to be 14000 - 18000 GWh in 2030. It is forecast that Cumbria has deployable onshore renewable energy resources of 606 MW by 2030 (both figures are from the 2011 Cumbria Renewable Energy Capacity and Deployment Study). Cumbria needs to significantly increase its current level of deployment (295 MW) if it is to meet the 606 MW that is considered deployable.
- 8.31 The Lake District National Park has abundant natural resources for renewable energy, but any renewable energy schemes need to be developed in a way that maintains or enhances the landscape and special qualities. Planning Policy Statement 22 is clear that in National Parks, we should only grant planning permission for renewable energy projects where the proposal does not compromise the objectives of the designation. There is therefore a presumption against large scale wind energy development in the National Park. This approach is consistent with the Cumbria Wind Energy Supplementary Planning Document (2007).
- 8.32 We did not fully implement the 10% renewable energy requirement during the monitoring period, because we were developing a process to introduce it to the

development management team. We are currently piloting a small number of cases, so that development management planners are supported when we start implementing that part of the policy.

### Analysis

- 8.33 Domestic installation of solar photovoltaic units and solar thermal panels do not require planning permission, unless on a listed building or in a Conservation Area, so we do not hold data for all of the renewable energy installations in the National Park.
- 8.34 We received 21 applications for renewable energy installations, and we granted permission for all of them.
- 8.35 We do not ask applicants to specify the potential capacity of their technology on the planning application. We have therefore been unable to calculate the total capacity granted between 20 October 2010 and 31 March 2011. In the future we will ask applicants to specify the capacity of the proposed installations. We have reviewed the 21 applications to assess the type of renewable energy, and capacity where this information was available.
- 8.36 We have estimated capacity of solar photovoltaics by multiplying the number of solar panels by the average generation capacity for the North West. This assumes a south facing roof and no shading from neighbouring buildings or trees.

Table 2: Amount of renewable energy generation equipment installed by capacity and type

Renewable Energy Type	Number of applications granted which reference this type of energy generation	Total capacity (megawatts)	Total capacity (kilowatts)
Wind – onshore	0	0	0
Hydropower	1	0.1200	120
Solar photovoltaics	8	0.0370	37
Solar thermal	6	47 panels total	47 panels total
Biomass boilers	2	unknown	unknown
Air source heat pumps	1	0.0050	5
Ground source heat pumps	3	unknown	unknown
<b>Total</b>	<b>21</b>		

- 8.37 We have had an increase in the number of planning applications received for renewable energy installations since the introduction of the Feed-In Tariffs has made renewable energy more financially viable. The review of planning applications demonstrates that we are making progress towards increasing Cumbria's proportion of energy generated from renewable sources.
- 8.38 We are no longer using the North West targets from the Regional Spatial Strategy. We participated in the Cumbria Renewable Energy Capacity and Deployment Study, which estimates 606MW of deployable renewable energy for

Cumbria at 2030. The figure for the Lake District National Park is 27MW. We expect that we will meet this through small scale renewable energy schemes, with biomass and hydropower being important contributors.

## CS17: Development and Flood Risk

### Context

- 8.39 Water is a key feature of the National Park, with 9,158km of watercourses, 19km of coastline and a further 58.28sq km of still water including the 18 main lakes. Flood events are becoming more frequent. Experts predict that climate change could mean an increase in flooding as we experience milder, wetter winters and hotter, drier summers. In 2009, UK Climate Projections indicated a possible increase of 16 per cent in average winter rainfall in the North West.
- 8.40 New development should not be permitted in locations where people and buildings are at risk of flooding or where the consequences of the development will increase the risk elsewhere. A precautionary approach to the increased risk from climate change is also a key consideration for the planning process.

### Issues

- 8.41 The average rainfall for the whole of the UK is 1080mm. On the fell tops around Derwent water, the annual rainfall is as high as 4175mm, and when it rains, the high fell rivers rise very quickly, typically within three to five hours.
- 8.42 In November 2009 Cumbria experienced severe storms and flooding. Cockermouth, on the boundary of the National Park, was severely affected with water levels in the town reaching 2.5m, Keswick and Backbarrow were also badly affected. In January 2005 Keswick had over 228.6mm rainfall in 48 hours.
- 8.43 Most of our Rural Service Centres are located along the banks of our main rivers, where some of the existing development is located in high risk areas. Backbarrow, Coniston, Grasmere, Staveley and Keswick are examples.
- 8.44 The Environment Agency is working on the Keswick Flood Alleviation Scheme which replaces and repairs existing flood defences, builds new flood defences and associated flood resilience measures along the River Greta. We approved the application in May 2011, with minor amendments to the scheme approved in November 2011.



### Analysis

- 8.45 We received 19 applications that we assessed against this policy. We did not approve any applications that were contrary to this policy. This achieves the target of 0 per annum. The Environment Agency website shows two outstanding objections during 2010-11; one application was withdrawn and for the other the Environment Agency removed their objection to it following a sequential test being carried out. It is particularly encouraging to see that no applications were approved contrary to Environment

Agency advice during this period. We aim to ensure that, wherever possible, concerns relating to flood risk and water quality which may arise from development proposals are resolved as early in the planning process as possible. We work with the Environment Agency and applicants to address flood risk concerns in a way that is appropriate for the circumstance.

## 9 Vibrant Communities

9.1 Vibrant Communities is one of the four key themes of the Vision for the Lake District National Park with the specific outcome 'People successfully living, working and relaxing within upland, valley and lakeside places where distinctive local character is maintained and celebrated'. The work of the Authority is prioritised in order to achieve the aspirations of the Vision.

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS18: Housing Provision	Annualised Plan Target	Core H1	60 per annum	
	Net additional dwellings (previous years)	Core H2a	60 per annum	
	Net additional homes provided (current year)	Core H2b, NI 154, LAA	60	
	Net additional dwellings for future years	Core H2c	300 (5 year rolling)	
	Managed Delivery Target	Core H2d	60 per annum	
	New and converted dwellings – on previously developed land	Core H3, BV106, LAA	At least 50%	
	Net additional pitches (gypsy & traveller)	Core H4		
	No. affordable housing completions	Core H5, NI 155, LAA	Bigger Better	
	Density of new housing	Local	100% > 30 dph	
	Number of dwellings granted planning permission	Local	60 per annum	
CS19: Community, health and education facilities	Proportion of applications approved against this policy	Local		
	Number of applications for change of use of a community facility approved contrary to policy	Local	None per annum	
	Number of settlements in the National Park with four, five or six services from: convenience store, meeting place, primary school, public house, post office, doctors surgery.	Local		
CS20: Vibrant settlement centres	Total amount of floorspace for town centre uses within each Central Shopping Area (m <sup>2</sup> )	Core – BD4(i)		
	Total amount of floorspace for town centre uses within the	Core- BD4(ii)		

	Local Authority (m <sup>2</sup> )			
	Number of new village shops	Local	Bigger Better	
	Number of applications for change of use to a non-town centre use (PPS4) which has been refused	Local	100%	No data
CS21: Open space and recreation	Number of applications approved for development on open spaces contrary to policy	Local	0	No data

## CS18: Housing Provision

### Context

- 9.2 Each year we monitor the number of housing completions through our annual housing land availability survey. The continuing high cost of homes in the Lake District National Park is largely due to both high levels of second home ownership and the outstanding environment that attracts people to the area who are able to afford the high prices. This puts immense pressure on the existing housing stock, and makes it extremely difficult for people relying on local wages to compete for housing in an open market.
- 9.3 As part of delivering our Business Plan and our quest to restore and retain our vibrant communities, we need to ensure that all new dwellings contribute towards meeting an identified local need or local affordable need - helping to redress the imbalances in the local housing market. This approach also provides social and economic benefits for local communities, as a vital means of maintaining the social cohesion and networks necessary to support an ageing population as well as supporting the local services, clubs and activities which are an integral part of community life for all ages.
- 9.4 The indicator of our success is based on approving 60 dwellings per annum – to make provision for 900 new dwellings by 2025. This indicator reflects the Authority’s commitment to facilitating the delivery of local and local affordable needs housing.
- 9.5 There is a key limitation to the control that we have; ultimately the Authority cannot ensure that sufficient planning applications are made, nor can we ensure proposals with planning permission are actually constructed and completed. With this in mind, for monitoring purposes data on additional homes is based on those properties which are built in the plan period. When planning approval is granted, a standard time condition of 3 years is applied.

### Issues

- 9.6 Housing often reflects the economic climate, and completions data helps us to appreciate the economic vibrancy of the Park. The credit crunch has caused affordability to worsen in the National Park. Increased deposit requirements and the unwillingness of lenders to extend finance on properties with occupancy conditions attached outweighs any beneficial fall in properties prices, and makes it increasingly difficult for young families to get a foothold on the housing ladder.

Based on mean figures, the income to house price ratio remains high with an average of approximately 9:1, and a high of 18:1.

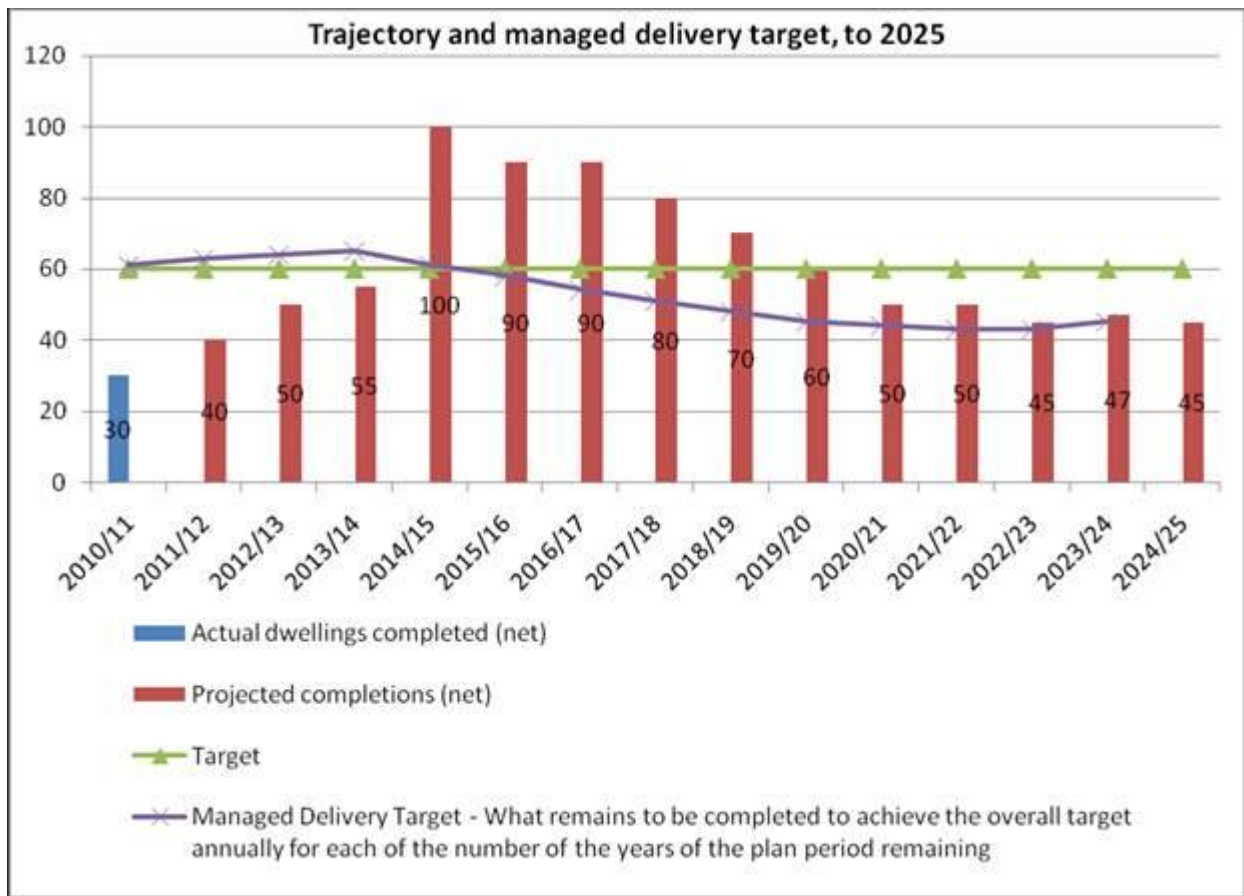
- 9.7 As a result of the Comprehensive Spending Review (October 2010), the housing market has been fundamentally changed. Funding reforms have seen the introduction of the Affordable Homes Framework (launched February 2011) which sets out how the development of new affordable housing will be funded through public subsidy over the next 4 years. Affordable rent will be the primary housing product supported by the Homes and Communities Agency (HCA) funding and will enable providers to set rent at up to 80% of market rent. Housing Associations, the main provider of affordable homes, will find it increasingly difficult to bring forward new schemes which utilise the reduced public subsidy but continue to contribute towards meeting the identified local affordable need.
- 9.8 The availability of suitable land for development remains a challenge in the National Park. Both developers and communities require certainty that if a need for affordable housing is identified within a locality then suitable sites will be available to meet that need. The Allocations of Land DPD seeks to find these sites. We aim to submit the Document to the Secretary of State in spring 2012 with adoption early 2013. Once adopted it is anticipated the DPD will facilitate the release of land for the delivery of more affordable housing which will be reflected in subsequent Annual Monitoring Reports.

## Analysis

### Actual dwellings completed (net)

- 9.9 Within the monitoring period **30** new houses have been completed.
- **15** units have a for local occupancy condition, and
  - **15** units for affordable housing
- 9.10 This makes a total of **30** local need and local affordable need housing built in the monitoring period that are in line with current planning policy.
- 9.11 In addition, a further **12** houses were built that were unfettered. Unfettered houses do not have occupancy restrictions attached, so when they are sold, in theory they will be sold at full open market value to anyone who can afford them. These are not consistent with the aspirations of Policy CS18 but all are a consequence of historic planning where the development has started but takes several years to complete. This provides us with valuable trend data.
- 9.12 A total of **42** houses were built during the monitoring period with approximately 72 per cent of these being in line with the objectives and priorities of the Authority.
- 9.13 As Figure 2 shows, this has been a difficult year. We have fallen short of our annualised delivery target of 60 houses built per year which if this trend continues will significantly compromise our ability to meet our target over the plan period of 900 new dwellings. House building is outside our control and ultimately we have little or no influence over whether planning permissions are implemented.
- 9.14 This is the first year of monitoring. We are experiencing challenging economic times and it is too soon to initiate changes to policy as a consequence of this year's figures.

Figure 2: Housing Trajectory (Core H1, H2, H3 H5)



**Development on Previously Developed Land (PDL)**

9.15 The National Park is a sparse rural area with an increasingly limited supply of vacant and derelict sites and buildings which are considered suitable for redevelopment. Many of our development opportunities have traditionally been through conversions, or on small sites in rural settlements and this remains the case. The conversion of buildings previously used for agricultural purposes are currently classed as greenfield land, as is land in built-up areas such as private residential gardens.

Year	New Build (net)				Conversions including subdivision (net)		Total		Total	%
	Greenfield	PDL	Total	%PDL	Greenfield	PDL	Greenfield	PDL	All Sites	PDL
2010-11	13	7	20	35%	7	15	20	22	42	52%

9.16 This is significantly reduced from trend data from previous years were since 2003-04 on average 74% of housing completions have been on previously developed land. This ably demonstrates the fact that development opportunities on previously developed land are finite in the National Park and it will be increasingly difficult to find those opportunities in the future.

**Additional gypsy and traveller residential pitches**

9.17 Recent studies into Gypsy and Traveller Accommodation have not identified a need for residential pitches within the National Park, and so we are not allocating

sites specifically for this land use. We have not received any applications during the monitoring year for residential pitches for Gypsy and Travellers.

### Affordable housing completions

- 9.18 Only **15** new houses were built to meet a local affordable need this monitoring year. **11** of these were delivered by a Housing Association and the remainder through private developers. The adoption of the Allocations of Land DPD (early 2013) will hopefully witness the release of land and the delivery of local affordable housing schemes, which we anticipate seeing in the monitoring year 2014 – 15.

### Density

- 9.19 Government guidance promotes the efficient use of land as a key consideration in planning for housing. The effective use of land is a key issue for us because of the limited amount of land available for development. When assessing housing density, we give careful consideration to the character and appearance of the locality where the development is proposed. In the assessment of sites promoted through the Allocations of Land DPD, we have used 30 dwellings per hectare as an indicative minimum.

		No. of dwellings	Percentage
Density of new dwellings	Less than 30 dwellings per hectare	27	64%
	Between 30 and 50 dwellings per hectare	10	24%
	Above 50 dwellings per hectare	5	12%
<b>Housing Completions 2010-2011</b>		<b>42</b>	

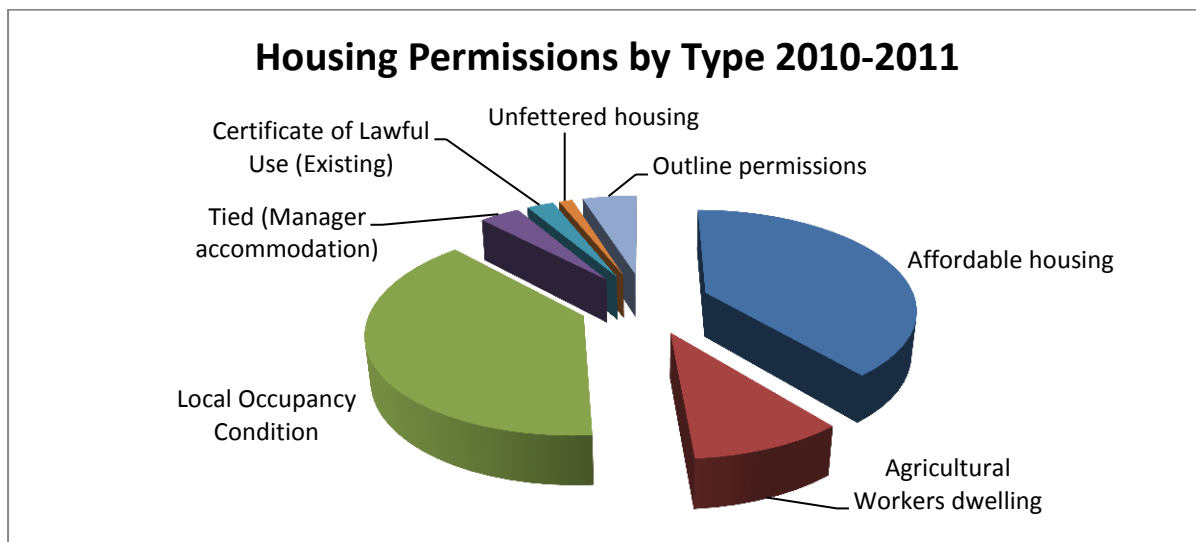
- 9.20 It is not always appropriate to apply the national indicative minimum of 30 dwellings per hectare, due to the nature and location of the applications we receive. Whilst it is important we have regard to ensuring an effective use of land, of ultimate importance in any assessment is the potential impact of proposed development on landscape and settlement character. This will ultimately have a bearing in the final density of the proposal, as reflected in the table above.

### Number of dwellings granted planning permission

- 9.21 A total of 75 new dwellings were granted planning permission during 1 April 2010 – 31 March 2011 in line with our planning policies. This excludes permissions for demolition and replacement dwellings, holiday lets, unfettered housing and outline planning permissions.

Policy CS18	Dwelling Type	Number (net)	%
Local Affordable	Affordable housing	32	42.7%
Local need	Agricultural workers dwelling	8	10.6%
	Local Occupancy Condition	32	42.7%
	Tied (Manager accommodation)	3	4%
	<b>TOTAL</b>	<b>75</b>	

- 9.22 In addition, 1 unfettered house was approved, 2 houses approved through a Certificate of Lawful (existing) use application and a further 4 dwellings were granted outline planning permission for agricultural workers.



9.23 We have established a target of granting planning permission for a minimum of 60 local needs and affordable homes each year. We have exceeded the minimum target for this monitoring year. This may be as a consequence of the adopted Core Strategy which allowed a sudden but not unexpected surge of planning applications, or the housing enabling work performed by our Development Management Team is reaping rewards. However, as we cannot ensure proposals for new housing are constructed and completed, it is important to continue to actively work with local communities and developers to enable new housing schemes to be delivered.

## CS19: Community, Health and Education Facilities

### Context

9.24 We define a sustainable community as a 'place where people want to live and work, now and in the future'. National Park communities need access to a range of services and facilities, like village halls, places of worship, garages, post offices, schools, healthcare, pubs and shops. In rural areas, facilities in one settlement often service networks of small communities and are essential to enabling them to remain sustainable.

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

### Issues

9.26 Many of our communities face difficulties in providing and retaining services and community facilities. The impact of second homes on resident populations threatens the viability of local schools, health care and other facilities. Infrequent public transport links make it difficult for some people to reach services in neighbouring towns or villages.

9.27 Policy CS19 aims to support provision of new community, education and health facilities and services in rural service centres and villages. We also want to

protect existing facilities from loss or change of use through this policy. Any application for loss or change of use of a community, health or education facility must provide evidence to show that there is no longer a local community need for the facility, or that it is no longer suitable or viable for local community use.

### **Analysis**

- 9.28 Within the monitoring period, we had eight applications for community facilities that were linked to policy CS19. The policy supported all eight applications and we approved them.
- 9.29 Planning permissions granted under policy CS19 included
- additional residential care accommodation in the North Distinctive Area
  - change of use to a veterinary practice
  - improvements to a village school
  - a new sports pavilion in the Central and South East Distinctive Area.
- 9.30 These permissions demonstrate that the policy is supporting development of community facilities.
- 9.31 We have a second indicator for policy CS19, measuring the number of applications for change of use of a community facility that we approve contrary to policy. There were no planning applications that were referred to as being contrary to policy CS19. However, there was a loss of two community facilities during the monitoring period. One was the loss of a reading room at Outgate, to two affordable homes. The other is the loss of a vacant nursing home to a private house. These two applications were not contrary to policy, and the approvals supported other policies.
- 9.32 The third indicator for CS19 is the number of National Park settlements with four, five or six services - convenience store, meeting place, primary school, public house, post office, doctor's surgery.

<b>Settlement type</b>	<b>Number of settlements 2008</b>	<b>Number of settlements 2010</b>
Rural service centres – 6 services	13	13
Villages with 5 services	9	7
Villages with 4 services	12	11
Villages with 3 services	0	3

- 9.33 This is a key indicator in the LDNP Partnership Plan. We originally assessed service provision in settlements in 2008. Although Gosforth didn't have a doctor's surgery, we included it as a Rural Service Centre due to the range of other services and its role in the West Distinctive Area.
- 9.34 We updated the data in March 2010. In some cases, there has been a loss of particular services and the data reflects this. Where this has happened, we have assessed the overall level of service provision and whether the settlement's function has reduced to an extent where we would consider demoting it within the Core Strategy's settlement hierarchy. We have not made any changes to the settlement hierarchy.

- 9.35 Gosforth lost its post office, as a result of a nationwide corporate decision to cut back post offices. However, the post office is now inside a local shop which continues to trade. Although the level of service provision in a small number of settlements has reduced, we accept that service provision will fluctuate, particularly during an economic downturn. All Rural Service Centres and Villages are still sustainable locations for small scale development to meet local needs. We will continue to be monitor service provision during the Core Strategy's plan period 2010 to 2025). If a settlement experiences a sustained period of continued decline or increase in its level of service provision, it may be appropriate to relegate it or promote it within the settlement hierarchy.

## CS20: Vibrant Settlement Centres

### Context

- 9.36 Vibrant settlement centres are important to meet the needs of National Park residents and visitors. Our settlement centres are places where people shop, visit, work, eat and drink, and enjoy leisure activities. Larger settlements like Ambleside provide a range of food outlets, goods and services, while smaller settlements may have a pub and a village shop.
- 9.37 Bowness, Windermere, Ambleside, Grasmere, Hawkshead, Coniston and Keswick support small but important shopping centres. These settlements have a clearly defined retail core, which we have called the Central Shopping Areas. We want to focus retail development in the retail centres. Any retail development outside of the Central Shopping Areas must demonstrate evidence of local community need.
- 9.38 There is a relatively high proportion of independent retailers, which is part of our settlement character. Research also indicates that there are few vacant units in the Central Shopping Areas, and we know that vacant units are filled quickly.

### Issues

- 9.39 The Lake District National Park Retail Study (2009) showed that the retail offer in some of our settlement centres is skewed towards providing goods and services for visitors. There is a high proportion of gift shops, cafes, and outdoor equipment shops. However, the visitor economy also supports a good range of food and convenience shopping compared to settlements of a similar size outside of the National Park.
- 9.40 There is limited potential for further town centre floorspace development in our settlements, due to landscape constraints and a need to protect historic character. We have an on-going challenge to ensure that our settlement centres remain vibrant and make best use of all available floorspace. We continue to receive applications to convert goods shops to cafes, further increasing the high proportion of cafes in some of our settlements. This is particularly an issue in Ambleside and Keswick.
- 9.41 In other Rural Service Centres and Villages, the viability of shops has decreased as a result of high rates of second home ownership and online grocery deliveries. Some settlements, like Crosthwaite and Witherslack, have implemented innovative ways of providing a village shop service and associated important social outlet for their communities.

## **Analysis**

- 9.42 **CS20a**  
This indicator is to show the total amount of completed floorspace (gross and net) for town centre uses within each Central Shopping Area. For the purpose of this indicator, town centre uses are defined as Use Class Orders A1, A2, B1a, D2.
- 9.43 We have based our data for 2010-11 on planning applications approved, rather than on completions. This is because there were no site visits at the end of the 2010-11 year. We extracted data from Swift and went through a list of all applications approved during 2010 - 11 for full and outline applications, together with notification of intention. We identified applications that were relevant to employment use and town centre use (using Use Class, policy use and our general knowledge). For this indicator we also identified which applications were within a Central Shopping Area.
- 9.44 We have included all approvals of relevant applications, but as we have not carried out site monitoring, we do not know whether they have been completed. This will be addressed for the next AMR, when a full year of Core Strategy implementation is able to be reported.
- 9.45 We have lost 447.5m<sup>2</sup> retail floorspace (gross) from our Central Shopping Areas. We approved nine applications relevant to Central Shopping Areas. Most gains for town centre uses were outside of the Central Shopping Areas. Loss of floorspace from town centre uses in Central Shopping Areas were to residential use, café and takeaway use, change of use from retail to a dentist.
- 9.46 The loss of retail floorspace indicates that change of use from A1 to A3 (shops to cafes) continues to exacerbate the issue of skewed retail provision in the Central Shopping Areas. The proportion of cafes in some National Park retail centres is now significantly higher than the national average, with an associated loss of convenience store floorspace.
- 9.47 **CS20b**  
This indicator shows the total amount of town centre use floorspace within the National Park. As with indicator CS20a, we have based our data on approved planning applications, rather than on completions, for this monitoring period.
- 9.48 The data collection method for 2010-11 was the same as for CS20a. As we didn't carry out site monitoring at the end of 2010-11, we have included all approvals of relevant applications in the data, but we do not know whether they have been completed.
- 9.49 We identified 24 applications for 'town centre uses'. We gained 518.6m<sup>2</sup> retail floorspace across the whole of the National Park.
- 9.50 However, there was only one small gain in town centre use floorspace in the Central Shopping Areas. In addition, one of the approved applications was for a relatively large retail and B1 floorspace development in Staveley. This application was for 736m<sup>2</sup>, and has a significant influence on the overall figure. Without this application, we would have lost 217.45m<sup>2</sup> town centre use floorspace in the National Park. This loss is more indicative of the general trend away from town centre uses.

- 9.51 There were gains from residential use, vacant land and from other use classes (D1 and 'sui generis'), as well as one small extension to an existing 'town centre use'. Losses in land for 'town centre use' were to residential use, cafe and takeaway use and change of one retail unit to a dentist.
- 9.52 Eight applications related to change in use from one 'town centre use' to another, which does not result in a gain or loss for the purposes of this indicator. One of these applications did result in a minor loss of land for 'town centre use'. For this indicator, we should also report the amount of tradeable floorspace, as defined in the Core output indicator BD4. We have been unable to do this as it is not always reported on the planning application form.
- 9.53 CS20c  
This indicator is the number of new village shops. We did not receive any applications for new village shops during the monitoring period.
- 9.54 CS20d  
This indicator is the number of applications for change of use to a non-town centre use (PPS4) which we have refused, and it monitors changes of existing town centre uses to non-town centre uses. For example, change from a shop in a Central Shopping Area to a dwelling.
- 9.55 We received 75 applications for a change of use during the monitoring period. We refused five of these, and none were a change from a town centre use to a non-town centre use. We are unable to make any conclusions about the effectiveness of the policy from the applications for change of use that we have refused.
- 9.56 However, we refused one application for change of use from one town centre use to another. This was a proposal to change a shop to a restaurant. We refused it as it was in a mainly residential area, and the evening opening hours would adversely impact on the amenity of neighbouring properties. Policy CS20 requirements were not relevant in reaching the decision on this application.
- 9.57 CS20b indicates that there were several losses of town centre use in the National Park, during the monitoring period, as well as some smaller gains. In addition, CS20a shows that we lost retail floorspace from our Central Shopping Areas. This is an issue that we will continue to monitor, to ensure that retail is not becoming more dispersed throughout the National Park, rather than concentrated in the Central Shopping Areas. We know from the monitoring data that change of use from A1 to A3 (shops to cafes) is resulting in a very high proportion of cafes in some of our Central Shopping Areas. We will continue to explore tools to manage this issue, as it is particular to the visitor-based economy in the National Park.

## CS21: Open Space and Recreation

### Context

- 9.58 We want to meet the need for open space and recreation in our communities, and protect important open spaces.

- 9.59 Open spaces are a valuable resource for residents and visitors in all National Park settlements. They are particularly important in the larger settlements, where easy access to open countryside may be more difficult. Open spaces include a range of amenity and recreational areas, such as:
- children's play areas and provision for teenagers
  - playing pitches
  - informal and equipped recreation areas
  - parks and gardens
  - amenity greenspace
  - village greens
  - civic spaces
  - allotments
- 9.60 Open spaces contribute to the environmental quality of settlements, and provide social, cultural, ecological health educational and amenity benefits. They may provide a link between settlements and the surrounding landscape. Open spaces are part of the character of each settlement, and National Park residents place a high value on open spaces within towns and villages.

### **Issues**

- 9.61 In 2009 we completed the Lake District National Park Open Space Study, which assesses current open space provision and community need. The report identifies areas where there are deficiencies or surpluses in provision of different types of open space. Our settlements generally have good open space provision, but there are a small number of deficiencies. Existing open spaces are under development pressure due to the limited number of sites suitable for development in the National Park.
- 9.62 There is a clear link between physical activity and health. People need good access to sport, recreation and play areas. We recognise that development pressure has led to the loss of open space and green areas in some of our settlements. In order to retain an accessible and sustainable network of open spaces, we want to protect existing sites from further development.
- 9.63 There is increasing demand for allotments in several National Park settlements, with limited opportunities for suitable allotment sites.

### **Analysis**

- 9.64 Policy CS21 applied to one application, between 20 October and 31 March. The policy supported the application, and we approved it.
- 9.65 There have been too few applications under policy CS21 to accurately assess the effectiveness of the policy.

## 10 Prosperous Economy

- 10.1 A 'prosperous economy' is one of the four key themes of the Lake District National Park Vision. The desired outcome is that 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.

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS22: Employment	Total amount of additional floorspace (completions) – by type	Core-BD1	0.62ha per annum	No data
	Employment land available by type	Core-BD3	3.1ha per annum	No data
	Number of applications for change of use of employment uses refused	Local	100%	
	Employment floorspace (completions) on previously developed land	Core-BD2	Bigger Better	No data
CS22a: Reuse of buildings for holiday letting accommodation	Proportion of applications approved against this policy	Local	100%	
CS23: Farm diversification	Proportion of applications approved against this policy	Local	100%	
	Net farm income	Local	Bigger Better	No trend data available
	Number of people in National Park employed in farming	Local	Bigger Better	No trend data available

### CS22: Employment

#### Context

- 10.2 There were signs of growth in the economy following the deep recession as highlighted in the Annual Monitoring Report 2009-10. In Quarter's 1 and 2 of 2010 these signs continued with growth of the Gross Domestic Product (GDP). The jobseekers allowance count rate (Figure 3) also fell during April 2010 to October 2010 in the National Park, and across the country more generally.

However, the national recovery weakened in Quarter's 3 and 4 with GDP decreasing in quarter 3. Unsurprisingly, the claimant count for this time period also shows increases in the National Park and across the country as more people claim jobseekers allowance.

Figure 3: Jobseekers allowance claimant count rate for the past 3 years

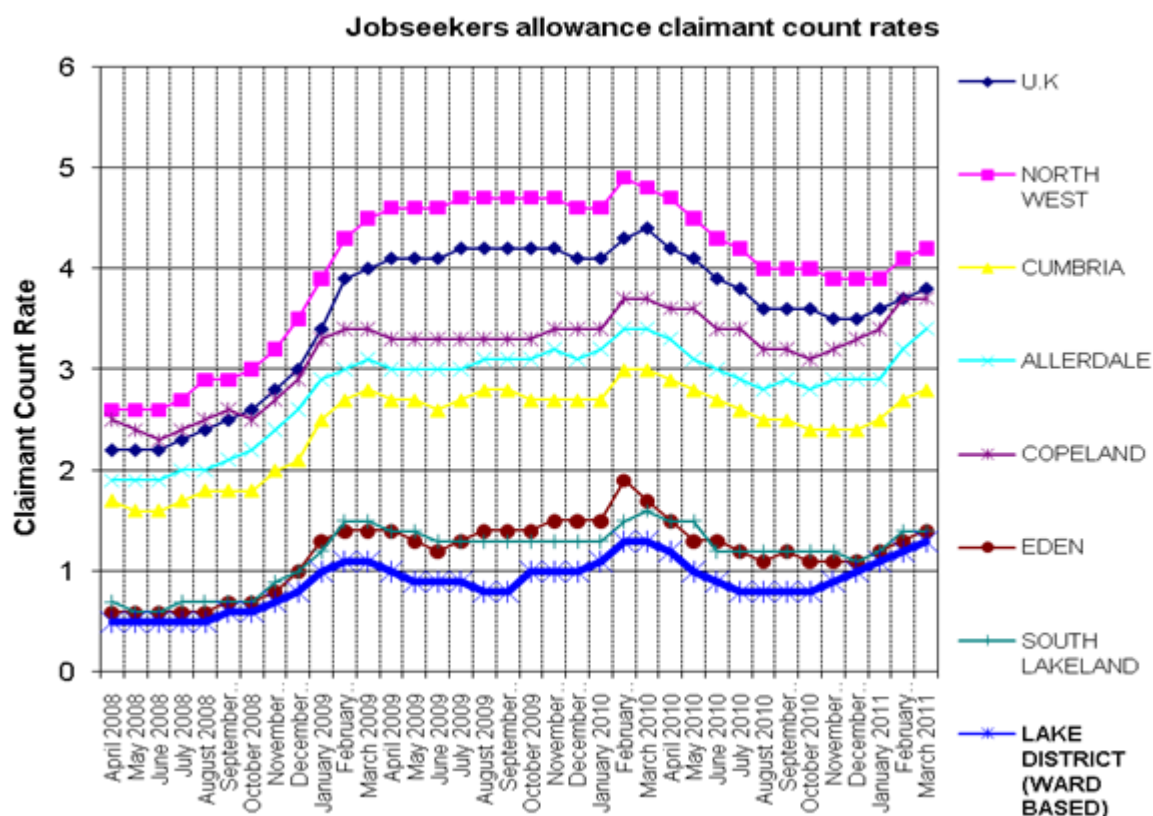


Table 3: Resident based claimant count April 2010 to March 2011

	April 2010 (No people)	March 2011 (No people)	Difference (No people)	Change (Per cent)
UK	1,568,128	1,526,946	- 41,182	-2.6
North West	191,828	186,371	- 5,457	-2.8
<b>Cumbria</b>	<b>8,216</b>	<b>8,732</b>	<b>+ 516</b>	<b>6.3</b>
Allerdale	1,747	1,923	+176	10.1
Copeland	1,527	1,685	+158	10.3
Eden	400	426	+26	6.5
South Lakeland	880	853	- 27	-3.1
<b>LDNP</b>	<b>312</b>	<b>358</b>	<b>+ 46</b>	<b>14.7</b>

10.3 The Government announced Regional Development Agencies would be replaced with Local Enterprise Partnerships (LEPs), and the Cumbria LEP was successful in bidding to the Government in this AMR period. The aim of the Cumbria LEP is to develop Cumbria's economy while maintaining its uniqueness in terms of landscape, culture and quality of life. In addition to supporting applications for the Regional Growth Fund it wants to create new working practices, making the most of opportunities to support private sector led investment and initiatives.

10.4 The adoption of the Core Strategy in October 2010 states our intention of ensuring that 9.2 hectares of employment land is available between 2010 and 2025. Policy CS22 also requires that we seek to maintain a minimum rolling 5 year supply of 3.1 hectares of land - to continue to help support the needs and demands of businesses in the National Park.

**Issues**

10.5 The UK GDP and claimant count highlight economic recovery remains fragile, and may result in fewer employment developments being completed in the National Park and fewer jobs being created. The claimant count rate continues to show signs of seasonal fluctuations as a result of seasonal jobs often associated with the tourism industry.

10.6 This monitoring period saw the transition from the Local Plan policies to the new planning policies of the Core Strategy. Inaccuracies in the recording of completed developments in the previous monitoring system and new indicators to monitor have resulted in a new monitoring system being created which will enable us to establish a new baseline, and accurately report on the indicators in the next AMR, when it will be possible to report on a full year.

10.7 Work is continuing on the Allocations of Land Development Plan Document which will review the existing allocated employment sites and identify new employment sites available in the National Park.

10.8 As a result of the intention to abolish Regional Development Agencies funding for Stage 3 of the Employment Sites Programme is no longer available. This means funding will not be available from the NWDA to purchase any of the three shortlisted sites to make them suitable and available for employment use. The programme will need to rely on the private sector to develop these sites.

**Analysis**

10.9 As a result of the transition from the Local Plan to the Core Strategy and the updating of the monitoring system it has not been possible to report of the employment completions during this monitoring period. An accurate list of completions will be provided in the 2011-12 AMR. Likewise the figure for employment floorspace on previously developed land is not being reported in this AMR.

10.10 An additional 1633 square metres of employment space was approved between April 2010 and March 2011 as a result of net permissions granted. Table 4 summarises the amount of land available on 1 April 2010 in addition to the floorspace approved in this monitoring period.

	With planning permission	Allocated	Total available 09/10 (i.e. with planning permission/ allocated and under construction).
Employment land available (Ha)	1.42	2.40	3.82

- 10.11 Work continues to progress the Allocations of Land Development Plan Document but sites identified in this document cannot be included in the reporting on this 'land available' indicator because further assessment is needed following extensive public consultation. It is anticipated that this process will significantly increase the amount of identifiable employment land once adopted, with adoption expected to be during 2013.
- 10.12 A total of 5 applications were received which proposed the loss of employment space to enable alternative development in the AMR period. However, only 3 applications were considered under the Core Strategy policies following its adoption. All 3 applications were approved, notwithstanding the presumption within Policy CS22 that employment land and premises will be protected from changes of use, unless there are exceptional circumstances. Whilst it initially appears that this policy is not being applied as intended, examination of the material considerations relevant to each proposal reveals that there was appropriate justification for allowing the loss of employment space in each case.

## **CS22a: Reuse of Buildings for Holiday Letting Accommodation**

### **Context**

- 10.13 In some areas of open countryside, it may in some cases be inappropriate to allow the re-use of a building as a house for permanent occupancy. Often, this would be because of its relative isolation from the services, facilities and employment opportunities available in Rural Service Centres, Villages, or to a lesser extent, in Cluster Communities.
- 10.14 Where this is the case, Policy CS22a then requires consideration towards whether the building is viable or suitable for reuse for employment uses (i.e. B1, B2 or B8 use classes).
- 10.15 Where neither permanent residential or employment uses are appropriate, it may on balance be appropriate to allow the re-use of a building for alternative uses which offer economic benefits. Policy CS22a provides scope for holiday letting accommodation to be permitted, where appropriate, due to the economic benefit this can offer.
- 10.16 Holiday letting does not include the use of such a building for a second home as holiday letting accommodation must contribute to the local economy by providing a regular income which would not occur if a property was a second home. In all cases, it must first of all be demonstrated that the location and/or the building is inappropriate to be used for permanent occupation. The building may be unsuitable if it is within the curtilage of another dwelling and it would adversely affect the amenity of the properties if it was occupied entirely independently.
- 10.17 Policy CS22a does not however give a presumption in favour of holiday letting where such circumstances arise, and there will be instances where the re-use of a building for any purpose would be deemed to be unacceptable.
- 10.18 Within Rural Service Centres, Villages and Cluster Communities, all opportunities for new dwellings must meet local needs and local affordable needs.

### **Issues**

- 10.19 As there is significant pressure on the existing housing stock it is important that proposals for the re-use of buildings for holiday letting do not result in opportunities for local and local affordable housing being lost.

### **Analysis**

- 10.20 100% planning applications which were determined using this policy were found to be in accordance with the policy and were granted planning permission. No applications which were considered to be contrary to the policy were approved.
- 10.21 A total of 21 units were granted planning permission for holiday letting purposes during the AMR period.

## **CS23: Farm Diversification**

### **Context**

- 10.22 The development of the National Park landscape owes a great deal to agriculture involving primarily, small farms as farming and farm management have created many of the Lake District's special qualities.
- 10.23 Farming faces a range of global economic and environmental pressures which, together with the impact of the farm payment reform, means that the structure of farming is changing and its economic viability is unpredictable. The purpose of the farm diversification policy is to seek to ensure that farming remains a viable sector in our economy. Diversification activities can help to support the core farm business to maintain viability.

### **Issues**

- 10.24 There were no monitoring indicators associated with farming in the Local Plan so it is not possible to identify any trends. These indicators which are reported in this AMR provide a baseline for monitoring in the future.
- 10.25 Data from Defra on farm income and people employed in agriculture is based on the 2009/10 because of the timings of the publication of this information. It nevertheless helps to provide useful trend data and it gives a reasonably up-to-date and therefore accurate indication of the current state of the industry.
- 10.26 Low wages, an aging workforce, and a lack of young people entering the industry are issues which could impact Lake District's special qualities.

### **Analysis**

- 10.27 100% of farm diversification proposals submitted during this monitoring period were approved, as all were consistent with Policy CS23. No proposals were approved which were contrary to the requirements and principles of this policy.
- 10.28 The net farm income for a Lake District Farm was estimated to be £7,704 in 2009/10. This is down on the previous year of £9,155. The North West region net farm income was £19,216 for 2009/10 and £30,795 for 2008/09. Although the average income dropped between 2008/09 and 2009/10 the number of people employed in agriculture actually increased with 2762 people employed in

agriculture in 2009/10, up slightly from the 2008/09 figure of 2731. (Data from Defra Farm Business Survey and Defra June Survey of Agriculture and Horticulture, Crown Copyright.) The drop in farm income is worrying and highlights the economic fluctuations associated with the industry. Lower farm incomes mean it is likely to be even more important for farmers to consider diversifying in order to support the core farm business, which may result in an increase in applications for farm diversification.

## 11 Visitor experiences

- 11.1 World Class Visitor Experiences is one of the Vision’s four themes. We are working towards an outcome of ‘high quality and unique experiences for visitors within a stunning and globally significant landscape.’
- 11.2 There are over 15 million visitors to the National Park each year, spending over 22 million visitor days here (STEAM 2010). Tourism is the predominant sector in the National Park’s economy, directly supporting accommodation providers, retail, catering, and attractions. Visitor spend in 2010 was £935 million, and tourism provided almost 15000 full-time equivalent jobs in the National Park last year.
- 11.3 Cumbria’s Tourism Strategy 2008-18 is based on quality and sustainability. It recognises that the landscape is the key resource for attracting visitors to the National Park. It is our role to ensure that future development does not detract from the spectacular landscape. We also know that we must get the basics right, and work with the private sector and Cumbria Tourism in delivering a range of quality accommodation, enhanced public realm, good customer service, and effective transport links.

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS24: Delivering sustainable tourism	Proportion of applications approved against this policy	Local	Bigger Better	
	Tourist expenditure	Local	Bigger Better	
	% of new tourism development in rural service centres, Ravenglass and Pooley Bridge	Local	100%	

### CS24: Delivering Sustainable Tourism

#### Context

- 11.4 We want to support sustainable tourism in the National Park where it contributes to offering a world class experience for visitors.
- 11.5 The English National Park Authorities Association (ENPAA) has adopted a Position Statement on Sustainable Tourism. The Statement defines sustainable tourism as ‘any form of development, management or tourist activity which ensures the long-term protection and preservation of natural, cultural and social resources and contributes in a positive and equitable manner to the economic development and well-being of individuals living, working or staying in protected areas.’

11.6 We consider that tourism development must balance visitor demands with protecting the landscape that it trades upon, and must benefit the communities that host it. We want to increase opportunities for people to use sustainable transport to travel around the National Park. A key part of this is focussing tourism development in locations that already have sustainable transport options.

### Issues

11.7 We need to cater for the diverse range of National Park visitors, so we need to retain a range of accommodation rather than losing some types of accommodation, for example camping and hostel-type accommodation. Where an application would result in a change of visitor accommodation from one form to another, we will take the different types of accommodation available in the area into account and try to retain a range of accommodation types.

11.8 We know that visitor traffic is a problem in some parts of the National Park, and visitor car trips are a significant contribution to the National Park's carbon emissions. One way that planning can influence sustainable tourism is to locate new tourism development in places that have existing services and facilities, and that offer a choice of transport for visitors and staff.

11.9 Visitor expectations are changing, and many visitors are looking for high quality accommodation, attractions, and surroundings. We are working with private and public sector partners to improve the public realm in our settlements, so that it better reflects the high quality landscape.

### Analysis

11.10 We received 40 applications that were for sustainable tourism. The 40 applications supported CS24, and we granted all of them, meeting the target of 100%. No applications were contrary to policy CS24.

Table 4: Lake District National Park Visitor Numbers and Expenditure (source: STEAM)

	2008	2009	2010
<b>Visitor numbers</b>	15.6 million	15.8 million	15.8 million
<b>Visitor days</b>	23.0 million	23.1 million	22.0 million
<b>Visitor expenditure</b>	£949.7 million	£952.7 million	£934.9 million

11.11 In 2010, the number of people visiting the Lake District National Park stayed at 15.8 million, from 2009 figures. The number of visitor days spent in the National Park fell, from 23.1 million in 2009 to 22.0 million in 2010. There was a corresponding decrease in visitor expenditure, to £934.9 million in 2010.

11.12 Our target for visitor numbers and expenditure is 'bigger better', and the trend from 2009 to 2010 does not achieve the target. It is likely that the general economic downturn has influenced visitor spend.

11.13 We are also assessing the percentage of new tourism development that has taken place in settlements that we have identified as appropriate locations for sustainable tourism development. These are the Rural Service Centres, Ravenglass, and Pooley Bridge. We approved eight planning applications (between 20 October 2010 and 31 March 2011) for new tourism development, and one of these was in a rural service centre. This gives a figure of 13% of new tourism development being in rural service centres.

11.14 Although the 13% figure is lower than our target of 100%, the other seven applications were supported by the policy. Of the seven applications in the open countryside, five related to tourism proposals as part of farm diversification schemes, one was a change of use to a pony trekking centre and the other related to Lowther Castle. The application approved in the Rural Service Centre was retrospective planning permission for the change of use to a guesthouse.

## 12 Spectacular Landscape

12.1 Spectacular landscape, Wildlife and Cultural Heritage is one of the four key themes of our Vision; the desired outcome is that the National Park will offer 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.

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS25: Protecting the spectacular landscape	Proportion of applications approved against this policy	Local	100% per annum	
CS26: Geodiversity and biodiversity	% area of SSSIs in favourable or recovering condition	LAA-LI5	3% increase (2010-11)	
	Improved local diversity. Active management of local sites	LAA-NI197	Bigger Better	No data
	Proportion of applications approved against this policy	Local	100% per annum	
CS27: The acclaimed historic environment	% of conservation areas with character appraisals and management plans	LAA-LI2 National Parks Indicator	100% by 2012	
	Number and percentage of Grade I or II* listed buildings at risk in the National Park	National Parks Indicator	Smaller Better	
	% of Scheduled Ancient Monument at high or medium risk	National Parks Indicator	Smaller Better	
CS28: Lakeshore development	Proportion of applications approved against this policy	Local	100%	

### CS25: Protecting the Spectacular Landscape

#### Context

12.2 The National Park's exceptional landscape was the principal reason for its designation. A complex geology formed from millions of years of lifting, folding

and volcanic activity forms the basis of the dramatic landform we see today. This has been subsequently shaped by repeated glaciations and, more recently, by human activity.

- 12.3 From the first forest clearings in Neolithic times there is much evidence of past industry, such as mining, quarrying and forestry, based on natural resources. Rapid agricultural expansion in the late 17th and 18th centuries - 'the great rebuilding' period - was when the characteristic Lake District farmhouses with 'in bye' fields of improved pasture in the valley bottoms, 'intakes' of semi-improved land on the fell sides, and rough grazing above the fell wall were created. Building materials were won locally from quarries and woodlands and created a strong sense of identity and sense of place still very much intact today.
- 12.4 In the 18th and 19th centuries the development of the Romantic and Picturesque movements evolved into the early tourism industry. This attracted an inward migration of wealthy entrepreneurs. The large houses and villas, designed landscapes and parks and gardens that characterise some parts of the National Park, date to this period.

### **Issues**

- 12.5 The landscape continues to evolve with climate change, agriculture, forestry and other land management practices, as well as development, affecting its quality and character. In the National Park, changes have varied in scale and impact, from reservoirs and road schemes to single structures such as wind turbines.
- 12.6 All this landscape change has brought its challenges: poor design, for example, can introduce a suburban element inappropriate in a rural setting; small changes in sensitive locations, such as installation of telecommunications masts, can easily spoil the scene; inappropriate or excessive lighting, and the cumulative impact of lighting, can deny us views of the night sky.
- 12.7 Tranquillity is a key part of landscape character: an emotional or spiritual quality difficult to assess by standard methods, even though surveys consistently show that many people appreciate the relative solitude and peaceful character found throughout the National Park. Research suggests that, since the 1960s, new and incremental development has significantly reduced tranquil areas throughout the UK, with increasing light and noise pollution.

### **Analysis**

- 12.8 We have monitored the proportion of applications determined between 20 October 2010 to 31 March 2011 which explicitly support, or are contrary to, Policy CS25.
- 12.9 During this period, 94 out of 94 applications (that is 100%) supporting CS25 were granted planning permission. Two applications were classified as contrary to policy CS25, and these were refused planning permission.
- 12.10 It should be noted that applications are assessed against all relevant policies so landscape character is one of several factors influencing the decision process.

## CS26: Geodiversity and Biodiversity

### Context

- 12.11 Some of the National Park's special qualities reflect the importance of its diverse flora, fauna and landforms: a complex geology; unique mosaic of lakes, tarns and rivers; and wealth of habitats and wildlife.
- 12.12 The National Park has an impressive extent of international, national, and locally designated areas - from RAMSARs, Special Protection Areas and Special Areas of Conservation to local wildlife sites and regionally important geological / geomorphological sites. It includes, for example, over 36,000 hectares of European designated sites, nearly 41,000 hectares of Sites of Special Scientific Interest and over 14,000 hectares of local wildlife sites. There is a significant proportion of ancient semi-natural woodland compared to elsewhere in the UK. Woodland pasture and ancient trees, including pollarded trees in fields, are particularly important local landscape features.
- 12.13 The National Park is also an important refuge for a number of species that are declining in the rest of the UK and in Europe. There are 16 European protected species, and of the priority species and habitats listed in the UK Biodiversity Action Plan, 173 species and 35 habitats are found here.
- 12.14 There are important habitats and species across the whole of the National Park, not just within the 25 per cent that has a conservation designation. And networks of healthy habitats, or green infrastructure allow species to move more easily and make the landscape more adaptable to change. This will become increasingly important with climate change. Well managed peat bogs, for example, are valuable for biodiversity and for absorbing and storing carbon.
- 12.15 Habitats provide many of the goods and services essential for social and economic well-being: clean air and water, high quality foods, and products from woods and trees. These ecosystem services are an important reason to protect and enhance species, habitats and habitat networks.



### Issues

- 12.16 The way we use, manage and develop land can have a significant impact on wildlife diversity. Since the 1940s there has been a significant decline, across the UK, in habitats and species and some areas of land, including some Sites of Special Scientific Interest (SSSIs), have become badly degraded. Habitat can become fragmented and species isolated.
- 12.17 The reasons for this impoverishment are complex, but include both land use planning and management practices that fail to take full account of nature conservation interests. Poor land management, for example, can lead to an increase in over-grazing and invasion of non-native species.
- 12.18 Conversely there are numerous opportunities, even in the smallest development to enhance biodiversity: through, for example, wildlife-friendly landscaping,

installation of sustainable drainage schemes, and nesting and roosting spaces for bats and birds. We can advise developers on the need for surveys and mitigation plans.

### **Analysis**

- 12.19 We monitor the percentage area of SSSIs in 'favourable' or 'recovering' condition. This is to determine whether we can meet the Government's Public Service Agreement target of 95% of SSSIs in favourable or unfavourable recovering condition by 2010.
- 12.20 Natural England carry out the assessment, and monitor the condition of every feature of interest on notified SSSIs at least once every six years as part of a rolling programme, as well as interim monitoring on a selection of sites.
- 12.21 Although we failed to meet the government's target of 95% by December 2010, the trend data shows a positive improvement in the condition of SSSIs: from 73.6% in favourable condition in June 2008 to 92.01% in May 2011 (data provided by Natural England). And we have set a target of 95% by 2015 in the Partnership's Plan. We are actively tackling issues such as over-grazing through agri-environment schemes and with the active support of the National Park Partnership.
- 12.22 We also monitor the proportion of local sites where positive management is being achieved that contributes to maintaining or enhancing the features of interest for which a site has been selected. A Local Site is a defined area, identified and selected locally for its substantive nature conservation value. In Cumbria Local Sites comprise County Wildlife Sites and Regionally Important Geological Sites. By the end of March 2010, 52 out of 190 Local Sites (27%) met the criteria for positive management.
- 12.23 We also monitor the proportion of applications determined between 20 October 2010 to 31 March 2011 which, according to our assessment, explicitly support, or are contrary to, Policy CS26.
- 12.24 We have established that 76 applications were in support of Policy CS26, and all these were granted planning permission. One out of two planning applications found contrary to Policy CS26 was granted planning permission. It should be noted that applications are assessed against all relevant policies so biodiversity and geodiversity is one of several factors influencing the decision process.

## **CS27: The Acclaimed Historic Environment**

### **Context**

- 12.25 The National Park has a rich archaeological heritage from prehistory to the recent past. Significant remains include Neolithic stone circles and axe factories, Bronze Age settlements and burial cairns, Roman forts and roads, medieval abbeys and post medieval industrial sites.
- 12.26 The historic character of villages and towns is often rooted in medieval settlement patterns. The large villas of wealthy merchants and industrialists, dating from the eighteenth century to the early 1900s, add to this rich built heritage. Industrial development and the rise of the tourism industry from the nineteenth century

have left their mark. The importance of the lakes, from the tradition of charr fishing to the historic vessels on Windermere, Coniston and Ullswater, is also special to this area.

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



- 12.28 The National Park's character is inseparable from the personalities and traditions of its people. From those who have worked the land, to the artists, authors and environmentalists who have campaigned for landscape protection. Cultural associations with the Lake District landscape, from the Picturesque and Romantic movements to the foundation of the National Trust, are universally significant. They underpin the county-wide partnership's proposal for World Heritage Site inscription.
- 12.29 The Lake District Historic Environment Record holds over 14,000 records of archaeological sites and features. Many sites and buildings are nationally significant, with around 2 000 Listed Buildings, 275 Scheduled Ancient Monuments and 9 Registered Historic Parks and Gardens.
- 12.30 The Planning (Listed Buildings & Conservation Areas) Act 1990 imposes a duty on local authorities to designate as conservation areas any 'areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. In 2010, there were 21 designated Conservation Areas that protect the character of historic settlements.

### **Issues**

- 12.31 This rich historical resource is very vulnerable. Archaeological remains, for example, are finite and easily damaged or destroyed. Many features are visible but others are hidden under peat or pasture. Sites both above and below ground, such as peat or lake sediments that can tell us a lot about past environments, are susceptible to loss or damage.
- 12.32 Historic buildings are an integral element of landscape character. Small scale changes over time, especially the standardisation of building materials, and different methods of construction and external finishes, can erode the special character and appearance of places. Local knowledge and survival of local skills, crafts, traditions and building techniques is, therefore, crucial for conservation of the historic environment.
- 12.33 The setting of historic features such as listed buildings can be crucial in maintaining historic integrity. Proposals can compromise the harmony produced by a particular grouping of buildings or adversely affect the quality of the spaces between them. Whilst there may be potential for some regeneration and small

scale growth in historic settlements, we must take into account any likely adverse impacts.

### **Analysis**

- 12.34 We monitor the percentage of conservation areas with character appraisals and management plans. This includes appraisal or appraisal review carried out within the last 10 years. At the end of 2010-11, 15 of 22 (68%) Conservation Areas had character appraisals and management plans. The number of Conservation Areas is set to increase to 23 during 2011-12 and our target is that 17 of the 23 (73%) will have up-to-date character appraisals and management proposals by March 2012.
- 12.35 A survey has identified that, from 31 March 2011 a total of 87 out of 1748 buildings (5%) of Grade I , II\* and II listed buildings in the National Park are at risk. 'At risk' means that these buildings are included on English Heritage's 'Heritage At Risk Register'. It also includes Grade II listed building included on the LDNPA's own 'at risk' register.
- 12.36 A survey has also identified that, from 31 March 2011, 149 out of 273 scheduled monuments in the National Park are at risk, which equates to 55 per cent. 'At risk' includes all monuments categorised as being at 'high' or 'medium' risk on English Heritage's 'Heritage At Risk Register'.

## **CS28: Lakeshore Development**

### **Context**

- 12.37 Lakes and tarns are a key feature of the Lake District National Park landscape, and are particularly sensitive for nature conservation. The lakes provide a range of recreational opportunities, and the larger lakes have ferry services that enable people to travel from one part of the shoreline to another. There are major water abstractions from some of the lakes for water supply, and some are used for sewage disposal.

### **Issues**

- 12.38 National Park lakes and their shorelines are particularly vulnerable to disturbance, pollution and impact from development activities. We want to protect lakes and lakeshores from inappropriate development. Because lakeshores are an attractive location for housing and for visitor-related businesses, there is significant development pressure on lakeside sites.
- 12.39 Sailing, canoeing, boating and the ferry services require a network of shoreline access points, jetties, moorings and slipways. We recognise that the lakes support businesses providing hire craft, boat and equipment sales and maintenance. These businesses are directly linked to lake use and require a lakeshore location.

### **Analysis**

- 12.40 Monitoring data is for 20 October 2010 to 31 March 2011. We received nine applications that were linked with policy CS28. We granted permission for 100% of the applications that supported policy CS28 (eight applications).
- 12.41 We refused one application that was contrary to policy CS28 (100%).

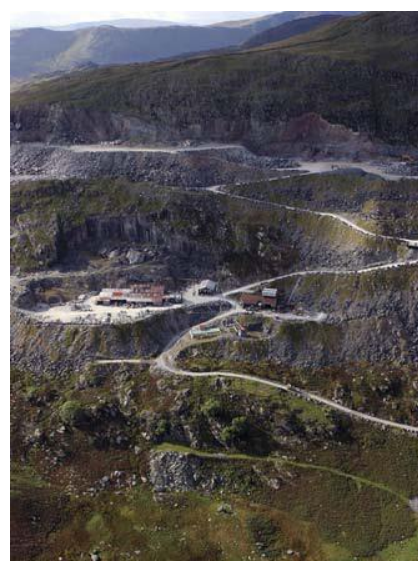
12.42 Although there are only a small number of applications linked to policy CS28, we have assessed them in accordance with the policy.

## 13 Minerals and Waste

Policy	Indicator(s)	Type of Indicator	Target	Trend
CS29: Mineral extraction	Proportion of applications approved against this policy	Local	100%	
CS30: Safeguarding mineral resources	Proportion of applications approved against this policy	Local	100%	
CS31: Waste management	Proportion of applications approved against this policy	Local	100%	

### Context

- 13.1 Minerals are an important national resource and adequate and steady supplies are vital for developing and sustaining our modern society. In line with government guidance we need to provide better certainty for where future sustainable mineral working will take place. This is particularly relevant for maintaining a reliable supply of local building stone and slate, so that we can conserve and enhance the National Park's built fabric which reinforces the distinctiveness of place.
- 13.2 English Heritage states in Mineral Extraction and the Historic Environment (2008) that it “supports the continued winning of certain minerals to maintain and repair significant aspects of the built heritage, and to provide materials for development that are in keeping with local character in order to conserve and enhance local distinctiveness and diversity.”
- 13.3 Mineral Policy Statement 1 requires us to define Mineral Safeguarding Areas (MSAs) in Local Development Documents. We have to ensure resources are not needlessly sterilised by non-mineral development, although we should not presume that resources defined in MSAs will be worked.
- 13.4 Waste management makes an important contribution to delivering sustainable communities, and is a fundamental activity in reducing the effects of waste on health, the environment and the appearance of a place. Waste management practices in rural areas differ to those in more urban areas where the economies of scale are a deciding factor. District Councils are responsible for collecting waste and the County Council are responsible for disposing of waste; we are the local planning authority and our duty is to carry out planning functions in relation to waste such as determining planning applications.



## Issues

- 13.5 Minerals can only be worked where they occur so with increased pressure on land use in the UK we must ensure that they are not needlessly sterilised by other forms of development. MSAs are currently being identified through the Allocations of Land Development Plan Document. The consultation on 'Preferred Sites' took place between 26 September 2011 and 30 November 2011, after the end of this monitoring period.
- 13.6 Kerbside collections and small scale recycling points for domestic waste are now common elements of a modern society, but household waste recycling centres are virtually non-existent in settlements across the National Park. At the time of writing the Core Strategy there was only one household waste recycling centre (HWRC) at Ambleside. This needs to be extended and a new site identified in Keswick to support the principle of self-sufficiency in waste disposal at the sub-regional level.
- 13.7 Tackling tourism waste is a priority for the Cumbria Strategic Waste Partnership. Tourism plays a huge role in the Cumbria economy, and it is estimated that the tourism industry generates in the region of 37,000 tonnes of waste each year and rising visitor numbers will increase this figure. An unknown quantity of this waste enters the municipal waste stream as household and commercial waste collected from tourist accommodation.
- 13.8 Cumbria County Council employed consultants to undertake a study with the aim to provide tourism dependant businesses with a sustainable means of treating waste through recycling and composting, which focuses on catering waste and biodegradable materials. The Authority continues to work alongside the County Council to help deliver sustainable waste treatment facilities that are appropriate in scale and type to the National Park.



## Analysis

- 13.9 There are nine active building stone and slate quarries operating in the National Park and three active, and one inactive, crushed rock quarries. Two of the active aggregate quarries have planning permission until 2042, the other until 2015. Most of the building stone and slate quarries have lengthy permission dates; but we are currently assessing an application for Low Brandy Crag quarry which seeks to extend the quarry workings.
- 13.10 We have received just 1 planning application which required assessment against one of these policies. This application supported CS31: Waste management and this was granted approval. This meets our 100% target. No applications were identified as contrary to policy CS31.
- 13.11 Due to the very low number of applications received which require assessment against these policies, it is too early to assess the overall effectiveness of these policies.

## 14 Conclusions and actions

- 14.1 This Annual Monitoring Report is focused on the period 01 April 2010 to 31 March 2011.
- 14.2 In many ways, this has been the most significant year for the Lake District National Park for many years – the adoption of the Core Strategy in October 2010 marks a step change in our strategic approach. Planning policies and our approach to development management are geared towards facilitating the delivery of priority development types, in particular to meet the needs of local communities.
- 14.3 This adopted strategic approach is in order to make a significant positive impact upon the delivery of the Vision for the Lake District National Park. The Distinctive Areas approach is a particularly innovative component and one which is already influencing how we manage development and how we work together, internally and externally. To this end, we also continue to make strong progress on the Allocations of Land DPD, in order to identify suitable, available land for employment developments and for housing to meet local affordable needs. We have also maintained an ability to be responsive to new issues and provide positive, proactive leadership – the Ambleside Campus SPD is a prime example of this.
- 14.4 Whilst 2010-11 marks the starting point of a new strategy, this also means that the AMR for this period of transition is inevitably less insightful than has been possible in previous years. One of the AMR's principal purposes is to report on the performance and effectiveness of planning policies. However, the Core Strategy policies were adopted 7 months into the monitoring period. Partial data, combined with the need to become familiar with the implementation and interpretation of new policies, means that few, if any, conclusions can be drawn on policy performance and effectiveness.
- 14.5 That said, it is nevertheless evident from these very early indications of Core Strategy performance that there are positive impacts. For example, 75 dwellings for local needs and local affordable needs have been granted planning permission against an annualised target of at least 60, despite the recession.
- 14.6 Lessons have also already been learned from producing this AMR, and actions have emerged. Our site monitoring methodology is being comprehensively reviewed to ensure robust information can be gathered in a timely manner. We have also committed to continually review the indicators we use and amend them if their effectiveness can be increased. We will also continue to work together to ensure the consistent implementation and interpretation of all policies, providing further guidance if needed.

## Lake District National Park

With its world renowned landscape, the National Park is for everyone to enjoy, now and in the future.

It wants a prosperous economy, world class visitor experiences and vibrant communities, to sustain the spectacular landscape.

Everyone involved in running England's largest and much loved National Park is committed to:

- respecting the past
- caring for the present
- planning for the future

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Publication Number 12/11/SPC/000