

LOCAL
DEVELOPMENT
FRAMEWORK



The building blocks for the future
of the Lake District National Park



Annual Monitoring Report

April 2008 - March 2009



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Executive Summary

The Annual Monitoring Report provides the opportunity to assess the impact our planning policies are having on development taking place in the Lake District National Park to determine their effectiveness and enable us to re-assess what is needed. This report covers the year 1 April 2008 to 31 March 2009.

We have revised our Local Development Scheme (LDS) during this monitoring period. This was approved by the Secretary of State (through submission to GONW) and the revised LDS was ultimately adopted at the end of this monitoring period in April 2009, and covers the period until May 2012. The LDS establishes the programme for preparing the documents that will make up the Local Development Framework (LDF) for the National Park.

Core Strategy production is on schedule, in line with the revised LDS, published in April 2009. We intend to submit the published Core Strategy to the Secretary of State in January 2010, with a formal examination anticipated to take place in May 2010. Work has commenced on further DPDs and SPDs as detailed in the LDS, but this has taken place subsequent to the conclusion of this monitoring period.

The AMR provides detailed analysis on trends, outcomes and effects, and the main assessment is structured to reflect the key themes of our spatial development 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:

- Area-based policies
- Climate Change
- Vibrant Communities
- Prosperous Economy
- Visitor Experiences
- Spectacular Landscape
- Minerals and Waste

These themes reflect the strategy, themes and structure of the Core Strategy. At this time therefore, monitoring is limited to current development plan policies only, but information can still be extrapolated at this time to identify issues and trends within these broad key themes.

The most significant trends during this period are dominated by the impact the recession has had on development activity in the Lake District National Park; this has affected economic activity and, in particular, reduced the amounts of development taking place in the National Park. This has been coupled to a marked increase in unemployment. That said, the National Park has remained resilient in some respects, with the tourism industry appearing to have seen only a marginal downturn.

Our monitoring and implementation framework will be developed to comprehensively cover all key themes in future years, so that progress in delivering the Core Strategy, once adopted, can be effectively measured.

Introduction



1. Introduction

- 1.1 This is the Lake District National Park Authority's fifth Annual Monitoring Report (AMR) for the year 1 April 2008 to 31 March 2009. The content of the AMR is governed by the Town and Country Planning (Local Development) (England) Regulations 2004. We produce an AMR each year and it tells us two things:
- i Progress we have made to implement the Local Development Scheme – the timetable to create the Local Development Framework for the Lake District National Park.
 - ii The extent to which the policies set out in the different elements of new Local Development Framework are being achieved.
- 1.2 The analysis within this report is based on a wide variety of both qualitative and quantitative information, using many different indicators to measure the effectiveness of the strategies and policies we employ. This ensures that the Annual Monitoring Report paints a picture of the progress we are making in delivering the Vision for the Lake District National Park.
- 1.3 Our emerging planning policies, which will form part of our Local Development Framework, are intended to assist in achieving a long term Vision for the National Park. The Vision was agreed by the Lake District National Park Partnership following public consultation in 2006. The Vision is:
- ‘The Lake District National Park will be an inspirational example of sustainable development in action’.**
- 1.4 In order to achieve this Vision, our planning policies are intended to facilitate the delivery of a prosperous economy, world class visitor experiences and vibrant communities, whilst all sustaining the spectacular landscape, its wildlife and cultural heritage.
- 1.5 This AMR should be read with the Vision in mind; the analysis of what is being achieved, and the identification of emerging patterns and trends, is done so in the context of the overriding desire to achieve this Vision and our associated strategic objectives. This report should also be read alongside our Business Plan 2009 – 2012; that document provides useful additional details on our strategic objectives for the organisation as a whole.

A Profile of the
Lake District
National Park



2. A Profile of the Lake District National Park

National Park Purposes

- 2.1 The purposes of National Park designation were established in the National Parks and Access to the Countryside Act 1949, and amended by the Environment Act 1995, to:
- **conserve and enhance the natural beauty, wildlife and cultural heritage (of the National Parks); and**
 - **promote opportunities for the understanding and enjoyment of the special qualities (of the National Parks) by the public.**
- 2.2 In pursuing the statutory purposes, National Park Authorities have a duty to:
- **seek to foster the economic and social well-being of local communities.**
- 2.3 Within the National Park there are many different, and often conflicting, interests to manage. Protection of the landscape versus economic factors, viable local communities versus tourism – the challenges are endless. It is widely acknowledged that the National Park is a living, man-made cultural landscape that has evolved over time and needs to continue evolving to sustain its future.
- 2.4 The National Parks and Access to the Countryside Act 1949 (Section 11A) makes clear that if National Park purposes are in acute conflict then conservation must have priority. This is known as the ‘Sandford Principle’ and stems from the Sandford Committee’s recommendation, in 1974, that enjoyment of National Parks ‘shall be in a manner and by such means as will leave their natural beauty unimpaired for the enjoyment of this and future generations’.
- 2.5 The Act also requires all relevant authorities and public bodies, such as District Councils and the Utilities Companies, to take National Park purposes into account when they make decisions or carry out activities which might affect the National Park:

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

Figure 1: Lake District National Park in the regional context

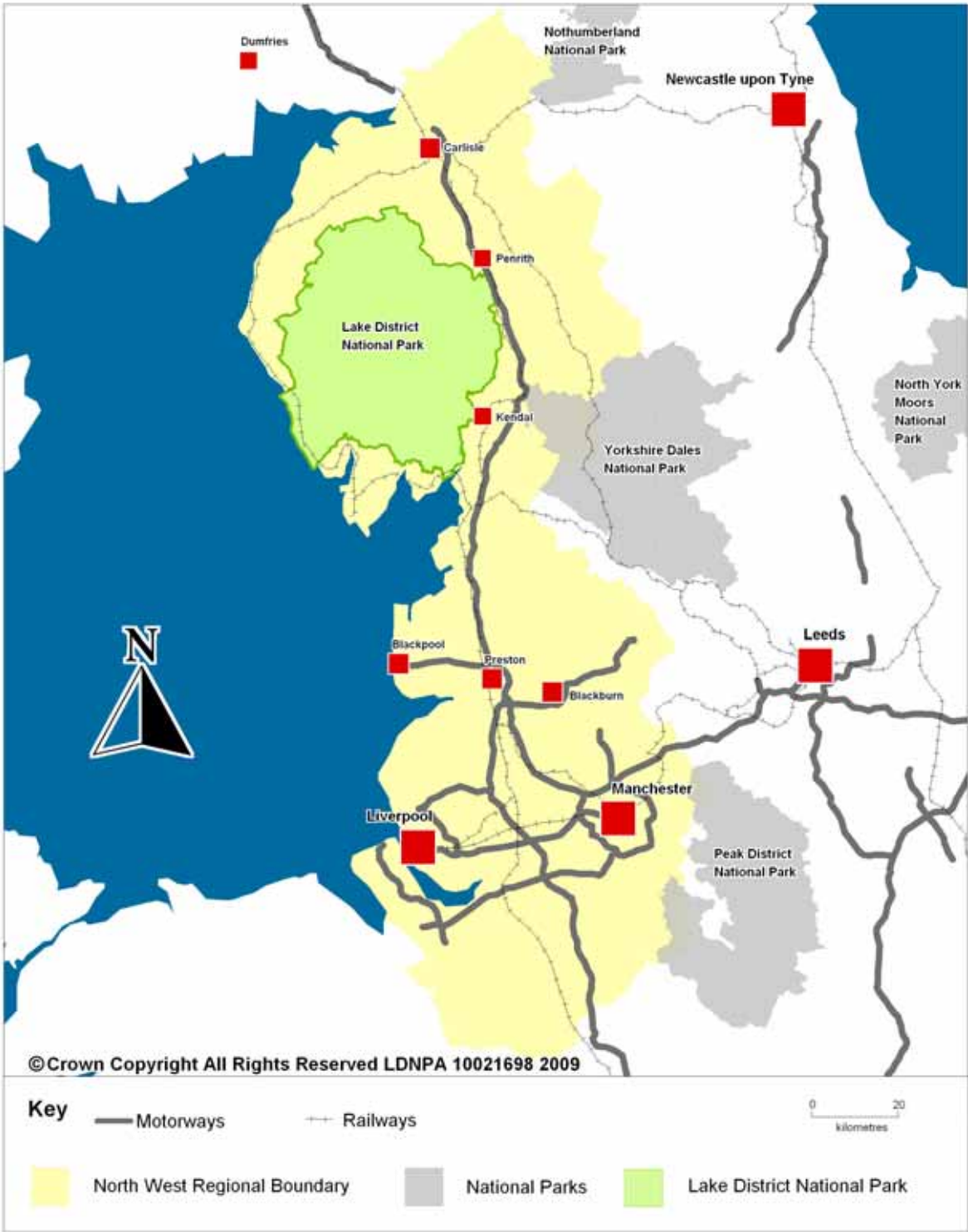


Figure 2: Lake District National Park



National Park Authorities as Planning Authorities

- 2.6 National Park Authorities have planning powers, including those for Minerals and Waste, under the Environment Act 1995. They must use their planning functions to further the National Park purposes and duty.
- 2.7 National planning policy is directly relevant to National Parks, particularly Planning Policy Statement 7: Sustainable Development in Rural Areas.

Lake District – a spatial portrait

- 2.8 The Lake District National Park, designated in 1951, is the largest National Park in England. It covers 2,292 square kilometres and makes up a third of the total area of Cumbria. Its boundary extends across parts of Eden, Allerdale, South Lakeland and Copeland districts and it encompasses 80 parishes. It is bounded by the M6 and A6 to the east. The A66 and A590 run through the northern and southern areas respectively.
- 2.9 The National Park has a population of 41,831 and a traditional settlement pattern. Only three settlements have resident populations over 3,000: Keswick, Ambleside and Windermere/Bowness. Over 8 million visitors come to the National Park each year, and tourism is the major industry. Much of the tourism activity is around Keswick and Borrowdale in the north, and the Windermere to Grasmere corridor in the south east.
- 2.10 Settlement patterns and transport routes reflect the area's topography. There is a clear radial pattern of lakes and valley catchments from the central Lake District. A recent landscape character assessment shows that different parts of the National Park have very different characteristics, for example landscape features, type of land management, and building materials. Links between areas within and outside the National Park also vary, and depend on factors like accessibility and employment opportunities.



- 2.11 The National Park has some of the country's finest upland scenery. Its dramatic and imposing landscape is made up of rugged mountains, tranquil lakes and sheltered valleys. It has an outstanding range of designated and non-designated ecological, geological, archaeological, and historic sites and features, and many protected species of plants and animals. Our extensive public rights of way network is complemented by significant areas of open access land.
- 2.12 A summary of the National Park profile is in Table 1 overleaf.



Complex challenges and issues

- 2.12 The relationship between the National Park's designated status, its physical characteristics, accessibility and land uses, together with economic, social and environmental trends, have resulted in a number of complex issues. They include:
- a lack of affordable housing
 - increasing traffic volume and seasonal congestion
 - lack of diverse employment opportunities
 - decline of rural services
 - the development potential of sites important for their nature conservation or historic/cultural value
 - erosion of special qualities such as tranquillity and local distinctiveness
 - effect of climate change on habitats and species
 - changes in agricultural practices and impact on landscape and rural communities

Table 1: National Park Profile

ITEM	UNIT
Area	
Total Park Area	229200 Ha
Parishes totally or partly in the Park	80
Population	
Resident population	41,831
School and pre-school age (0-15)	6,326 and 15%
Working age (16-64)	26,429 and 63%
Pensionable age (65+)	9,076 and 22%
Settlements with 3000+ population	3
Planning applications 08/09	973
Housing	
Housing stock	23664
Resident households	18539
Owner occupied	12775 and 69%
Private rented	2236 and 12%
Social housing	3528 and 19%
Nature Conservation	
Sites of Special Scientific Interest (SSSIs)	41,947 Ha
Special Protection Areas (SPAs), Special Areas of Conservation (SACs), RAMSAR Sites	36037 Ha
National Nature Reserves	1200 Ha
Land Use	
Moorland, heathland and unenclosed grassland	104,979 Ha and 45.8%
Farmland	76,815 Ha and 33.5%
Woodland	28,931Ha and 12.6%
Heritage	
Scheduled Ancient Monuments	275
Conservation Areas	22
Listed buildings	1756
Grade I	31
Grade II*	120
Grade II	1605
Recreation	
Public footpaths	2,137 km
Public bridleways	875 km
Other public rights of way	33 km
Open access land (%)	46%

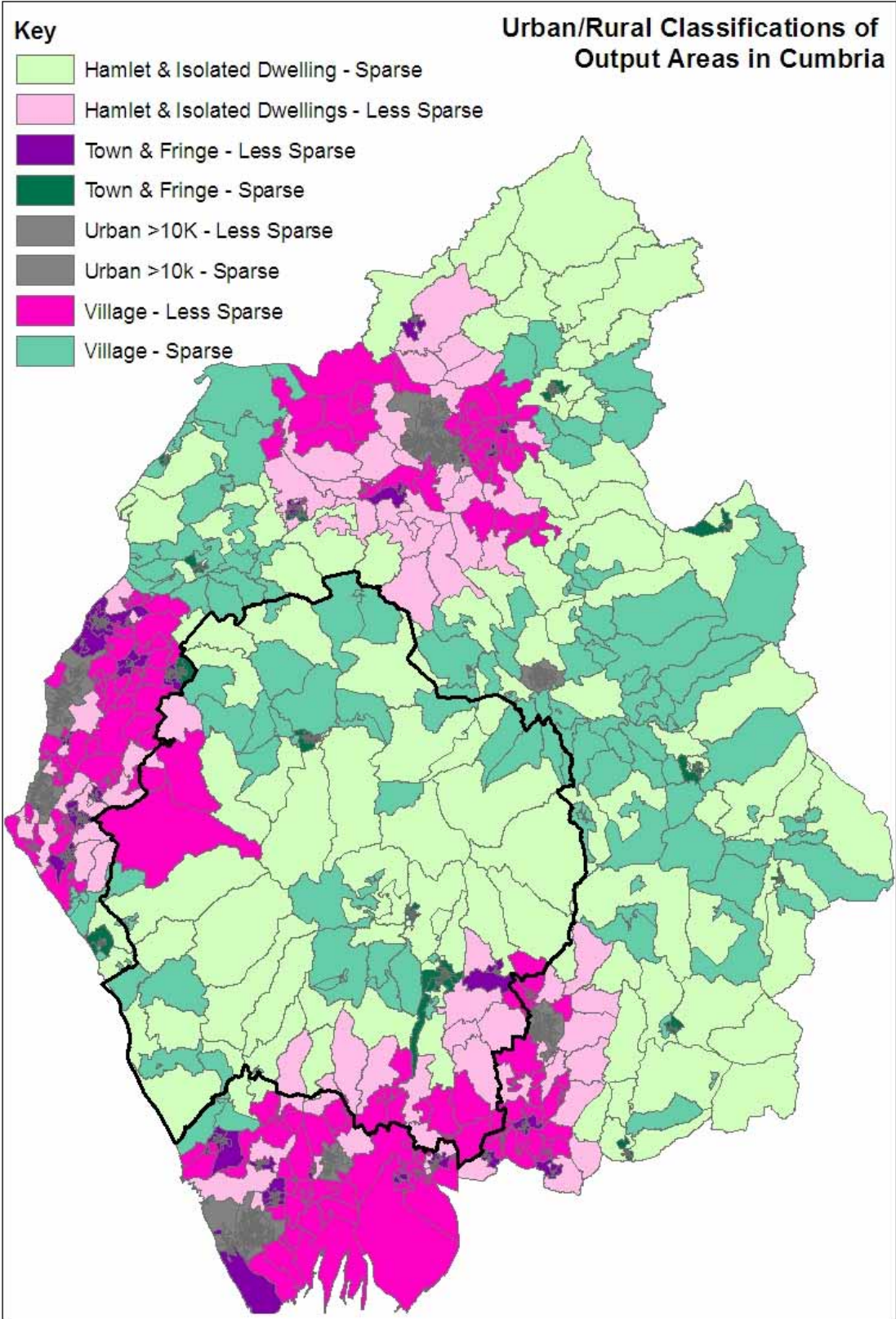
Urban/Rural Classification

2.13 The Department for Environment, Food and Rural Affairs (DEFRA) have developed this classification system. The classification is mapped by Output Area. (See Figure 3) This shows that most of the National Park falls under the sparse side of the classification. Most of the National Park is classified as either hamlet and isolated dwelling or village. The various proportions of this distribution are shown in Table 2 and are compared with the rest of Cumbria. This classification has been utilised in the development of RSS policies for rural areas and provides us with evidence on which to build an appropriate policy approach for our Spatial Development Strategy, in line with RSS policy.

Table 2: Percentage of Output Areas in each Rural Urban Classification

Percentage Output Areas in Each Rural/Urban Classification		
Definition	LDNP	Rest of Cumbria
Hamlet and Isolated Dwellings – Sparse	22.2	5.0
Village – Sparse	25.1	7.2
Town and Fringe – Sparse	25.1	4.8
Urban > 10k – Sparse	0.0	3.3
Hamlet and Isolated Dwellings - Less Sparse	10.6	4.4
Village - Less Sparse	12.1	11.3
Town and Fringe - Less Sparse	3.9	15.2
Urban > 10k - Less Sparse	1.0	48.8
Total Output Areas	100	100
<i>Source: ODPM</i>		

Figure 3: DEFRA's Urban/Rural Classification for Cumbria



Local Development
Scheme Implementation

3

3. Local Development Scheme Implementation

- 3.1 The Local Development Scheme (LDS) is a basic 'project plan' for the production of the Lake District National Park's LDF. In the LDS a timetable is drawn up to illustrate the various milestones incorporated in the production of different Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) - from the early preparatory stages through to the final adoption of the document, all of which will form part of the LDF.
- 3.2 Since the original LDS was published in March 2007 the Government has made a number of changes to the way in which we deliver spatial planning through the LDF process. A new Planning Policy Statement 12 and new Regulations (Town & Country Planning (Local Development) (England) (Amendment) Regulations 2008) were published during 2008, during this monitoring period. It was apparent that these amendments would obviously have implications for the current programming and timetabling of LDF documents, and it was also necessary to incorporate a greater level of detail than previously.
- 3.3 In light of the above, we have revised our Local Development Scheme during this monitoring period. This was approved by the Secretary of State (through submission to GONW) and the revised LDS was ultimately adopted at the end of this monitoring period in April 2009. The revised LDS timetable is shown in Figure 4.
- 3.4 Figure 4 also summarises which documents we are committed to provide which together will form our LDF. During 2008/09 the focus has been solely on advancing the Core Strategy. We consulted on 'Preferred Options' for the Core Strategy between 30 May and 11 July 2008, broadly in line with the original 2007 LDS, which stated this stage would take place in May/June 2008.
- 3.5 We also simultaneously consulted on preferred options for the Minerals and Waste Core Strategy. At this point however, GONW advised us to combine this with the main Core Strategy so there would be only a single Core Strategy document. The revised LDS reflects this advice and subsequent progress on the Core Strategy as a single document, which encompasses minerals and waste issues. This document also incorporates the Proposals Map, which features a separate Development Plan Document in the LDS.
- 3.6 It is encouraging to be able to report that Core Strategy formulation remains on course, in line with the revised LDS, published in April 2009. We intend to submit the published Core Strategy to the Secretary of State in January 2010, with a formal examination anticipated to take place in May 2010. Work has also commenced on all other outstanding Development Plan Documents and two Supplementary Planning Documents, details of which will be included in the 09/10 Annual Monitoring Report.

Figure 4: Local Development Scheme (from 1 April 2009) (continued):

Table 1 (continued): Lake District National Park Local Development Scheme Revised Timetable 1 April 2009																																																												
	2009												2010												2011												2012																							
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec												
Supplementary Planning Documents (SPD)																																																												
Bowness Bay and Giebe SPD																																																												
Sustainable Design SPD																																																												
Landscape Character SPD																																																												
Planning Obligations SPD/CIL SPD																																																												
Housing SPD																																																												
Wind Energy SPD	Completed																																																											
Key																																																												
Consultation on document	C												Consult statutory bodies on scope of SA												B												Adoption												A											
Consultation on published document	P												Pre-hearing meeting												M												Review of document												R											
Submission of document to Government Office for the North West	G												Hearing in Public												H																																			
Submission of document to Secretary of State	S												Receipt of Inspectors Report												I																																			

Implementation -
monitoring effectiveness

4

4. Implementation – monitoring effectiveness

What do we monitor and why?

- 4.1 Monitoring is essential to establish what is happening now, what may happen in the future and to enable us to compare these trends against existing policies and targets to determine what needs to be done. It provides crucial feedback and information on the performance of policy. Under the new planning system, with its focus on delivery of sustainable development and sustainable communities, monitoring takes on an added importance in providing a check on whether those aims are being achieved.
- 4.2 Current planning legislation places an increased emphasis on the plan, monitor and manage approach to planning. This requires the production of an Annual Monitoring Report (AMR) for Regional Spatial Strategies (RSS) and Local Development Frameworks (LDFs).
- 4.3 The main purposes of the AMR are to:
- consider whether the implementation of RSS and LDFs are being achieved in line with the purposes of the RSS and LDF
 - provide explanations where individual policies are not being implemented
 - outline the measures that will be taken where RSS and LDF policies are not being implemented
 - provide information regarding net additions to the dwelling stock.
- 4.4 Monitoring will also enable us to identify the need to review ‘saved’ Local Plan policies and future Local Development Documents, and respond to changing priorities and circumstances. At this stage, in the context of not having adopted any documents as part of our Local Development Framework, the AMR focuses primarily on emerging and continuing trends based on the continued implementation the adopted Development Plan.
- 4.5 The statutory Development Plan for the Lake District National Park now comprises:
- the Regional Spatial Strategy (RSS)
 - the extended policies in the Cumbria and lake District Joint Structure Plan, and
 - the saved policies of the Local Plan.
- 4.6 **RSS**
The North West of England Plan: RSS to 2021 was formally adopted on 30 September 2008 by the Secretary of State for Communities and Local Government (CLG), mid way through the monitoring period presented by this AMR. RSS replaces Regional Planning Guidance for the North West (RPG13).

4.7 Structure Plan

The 2004 Act provided for the Structure Plan policies to be saved for a period of up to 3 years or until superseded by adopted RSS policies. In preparing RSS it had been intended to replace all but one of the 58 Cumbria and Lake District Joint Structure Plan policies on the adoption of RSS. We assessed the need to retain Structure Plan policies against criteria set out by the government and, following negotiations with 4NW (the regional planning body) and GONW (responsible for the preparation of the final RSS on behalf of the Secretary of State for Communities and Local Government (CLG)), they agreed to extend 23 Structure Plan policies for a further period until replaced by a future RSS review. Since 30 September 2008 only those policies referred to in the final RSS were extended and valid policies. These have been presented for information in Appendix 3.

4.8 Local Plan

When the 2004 Act came into effect it allowed local planning authorities to save existing Local Plan policies until August 2007. However, to avoid losing planning policies on that date, without having any new policies in place in the Local Development Framework, local planning authorities could apply to the Secretary of State to save policies beyond that date to allow time to adopt policies in the LDF documents. We assessed the need to retain Local Plan policies against criteria set out by the government and made a submission to them. The Secretary of State for Communities and Local Government issued a Direction informing us which policies are saved. Since 28 September 2007 only those policies referred to in the Direction are saved and valid policies. These are set out in Appendix 2.



How do we monitor?

4.9 Indicators 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. The different types of indicator within the Annual Monitoring Report are shown in Table 3 below.

Table 3: The different types of indicator within the Annual Monitoring Report

INDICATOR		NUMBER	PURPOSE/DESCRIPTION	UPDATING TIMEFRAME
Contextual		Small set of highly relevant indicators	Wider social, environmental and economic indicators	Every 5 years
Output	Core Output	As listed in OPDM's 'RSS & LDF Core Output Indicators' Update 2/2008	To measure quantifiable physical activities that are directly related to, and is a consequence of, the implementation of planning policies.	Reviewed by ODPM on regular basis. Update annually and report in AMR for 1 Apr to 31 Mar.
	Local Output	3-4 per policy objective		Review on regular basis. Report on each year in AMR for 1 Apr –31 Mar.
Housing trajectories		See core indicator H2 of ODPM's 'RSS & LDF Core Output Indicators' Update 2/2008		Establish through evidence base for LDD production. Update annually and report in AMR
Significant Effects			Identified through Sustainability Appraisal	Report annually in AMR where possible, and whenever SA done for an LDD
Process Targets			Monitor LDS delivery	Report annually in AMR

- 4.10 We are investigating how we can continue to develop appropriate contextual indicators which describe the wider social, environmental and economic background against which policy operates. One considerable problem facing us is the unavailability of data relevant to the National Park. Data needs to be extrapolated according to the National Park boundary and this is often not possible. Much of the data generally available is aggregated for county-wide, District-wide, Parish or Ward boundaries which do not fit neatly with the National Park boundary, making data comparisons difficult or inaccurate. The National Park Authorities are currently lobbying NOMIS, official labour market statistics, in an attempt to get data aggregated for National Parks in the same way as District Authorities to enable the accurate presentation of data sets for individual National Park areas.
- 4.11 A suite of local output indicators have been developed and are identified in the published Core Strategy Development Plan Document. These are not being monitored at this time because they have been designed to monitor the effects of implementing Core Strategy policies which are unlikely to be adopted until late 2010. In the future, the first monitoring period which will be able to accurately report on these local output indicators will be for 2011/12, although this information will be collected and recorded from adoption of the Core Strategy.
- 4.12 We need to identify any significant effects arising through the sustainability appraisal of our Development Plan Documents. We have commissioned consultants Land Use Consultants (LUC) to carry out an integrated Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA) of our pre-submission version of the Core Strategy. The SEA / SA is a requirement under EU Directive 2001/42/EC. The aim is to determine the extent to which policies or proposals provide for sustainable development, and whether there are any adverse impacts on economic, environmental and community interests. As such, it is an important part of the monitoring process. It has included:
- a retrospective appraisal of the SEA/SA scoping report. The scoping report was produced with Cumbria County Council and the Cumbrian District Councils in 2006. It led to the development of a set of 16 sustainability objectives. These were used to inform the Local Development Framework issues and options, and preferred options. All subsequent stages of the sustainability appraisal have been assessed against this initial set of sustainability objectives.
 - a retrospective appraisal of the Issues and Options consultation report, October 2006
 - an appraisal of the Core Strategy Preferred Options report for consultation, May 2008, with several reiterations as the preferred options were being developed.
- 4.13 We have also commissioned Entec to carry out an appropriate assessment (Habitats Regulations Assessment) of the same documents.

Findings and Trends

5

5. Findings and trends

5.1 This section provides detailed analysis on trends, outcomes and effects. The section is structured to reflect the key themes of our spatial development strategy for the National Park, which together combine to deliver the long term Vision for the Lake District National Park, as explained in Section 1.0 of this report. These key themes comprise of:

- **Area-based policies**
 - Distinctive areas
- **Climate Change**
 - Sustainable transport solutions
 - Generating renewable and low carbon energy
 - Development and flood risk
- **Vibrant Communities**
 - Housing provision
 - Vibrant settlement centres
 - Open space and recreation
- **Prosperous Economy**
 - Employment
- **Visitor Experiences**
 - Delivering sustainable tourism
- **Spectacular Landscape**
 - Protecting the spectacular landscape
 - Geodiversity and biodiversity
 - The acclaimed historic environment
- **Minerals and Waste**
 - Mineral extraction
 - Waste management

5.2 The themes featuring in the Annual Monitoring Report will be developed over future years, to reflect the increasing amount of information which we will monitor. The AMR will ultimately comprehensively monitor every policy which features in the Core Strategy. As explained earlier in this report, until such time that the Core Strategy is adopted and the monitoring framework for the Core Strategy can be implemented, it is not possible to provide wider analysis at this stage. Comprehensive monitoring should be achievable for the monitoring period 2011/12 and thereafter.

5.3 Monitoring is currently focused on the implementation of the adopted development plan, which is explained in detail in Section 4 of this report.

Area based policies
- Distinctive Areas



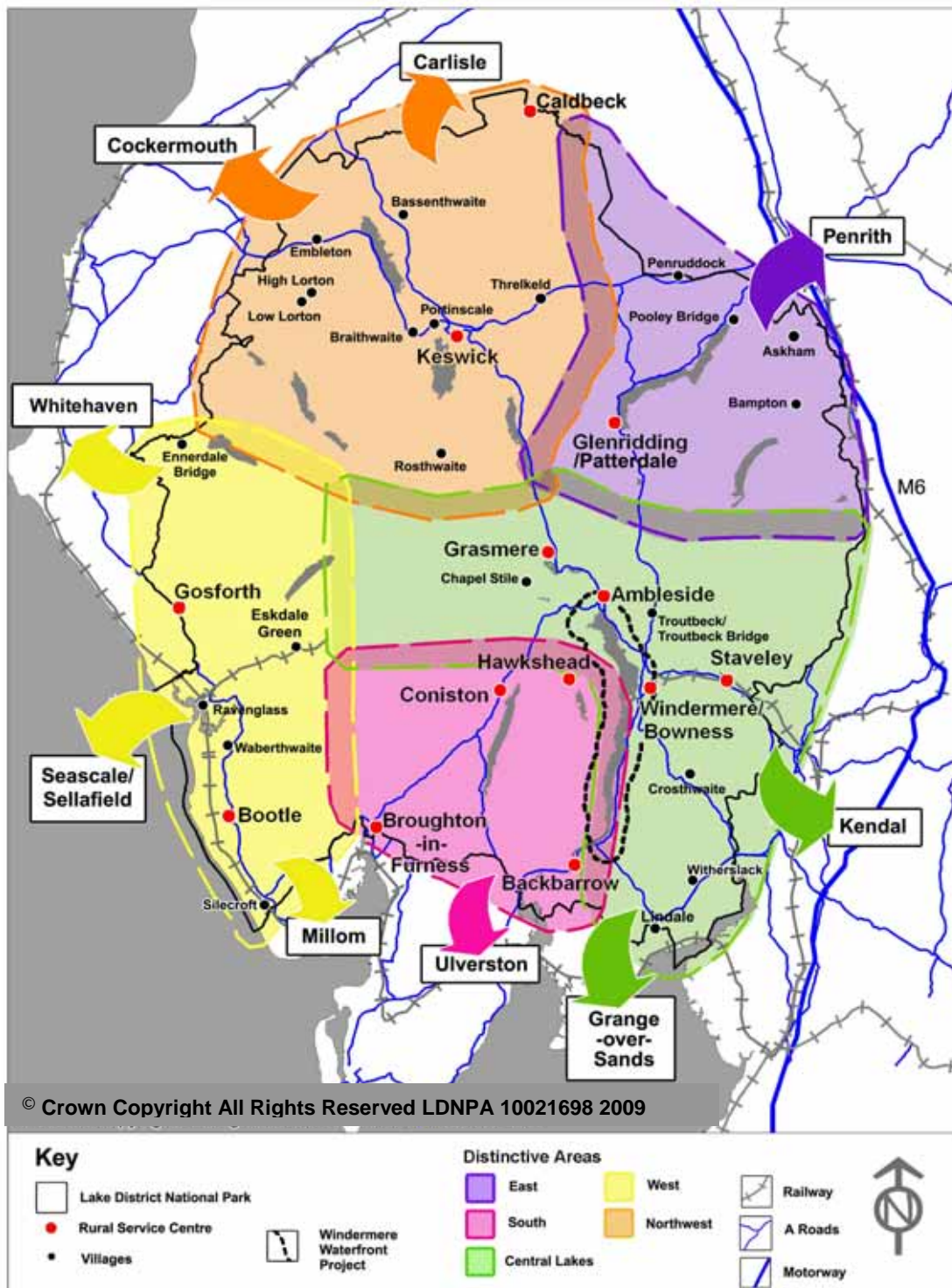
6. Area Based Policies – Distinctive Areas

Context

- 6.1 The National Park's topography and designation are determining factors in the physical limitations of some of our larger settlements. The Lake District Strategic Housing Land Availability Assessment (SHLAA) was completed during this monitoring period in 2008; it acknowledges that it will always be challenging to allocate sites in the National Park because of its environmental sensitivity. And the high proportion of new dwellings developed through conversions makes a case for including a windfall allowance.
- 6.2 Many of our settlements have developed strong links between one another, based on the need for self-sufficiency. Larger towns outside the National Park provide access to higher tier services, such as hospitals and large retail outlets. Recognising these cross boundary relationships conforms to RSS Policy CNL3, and takes the strategies of our neighbouring districts into account.
- 6.3 Our starting point for our development strategy is therefore subtly different and unique. It is important we work within the landscape character and its limits, and build upon the existing traditional settlement pattern. We will respect the spatial variations in all our settlements, by acknowledging their capacity for new development, and we must enable them to adapt to challenges. We have developed an approach which reinforces the self-sufficiency model and helps our rural communities to be sustainable. This will reduce the need to travel, supporting national policy and our aims for a low carbon Lake District.
- 6.4 Technical Paper No 1: Spatial Development Strategy sets out the findings of extensive research into the issues, characteristics and linkages of settlements and how this has influenced our development strategy approach and our suggested hierarchy of settlements. The technical report considers the contextual information in terms of policy context, and views and aspirations of the local community. This information has directly influenced and informed a strategy which identifies 13 'Rural Service Centres' and 21 'Villages'; it also introduces the 'Cluster Communities' concept, which are appropriate locations for small-scale developments to meet local need, but fall below the service provision threshold applied to identify the other aforementioned settlement categories.
- 6.5 Furthermore, a series of distinctive areas have been identified based on social, economic and environmental criteria to allow the issues relevant to these individual areas to be prioritised in the most appropriate way. The distinctive areas identified are shown in Figure 5. These are spatial expressions for each area explaining:
 - what the area is like now
 - what the issues are
 - what we want to achieve in this area by 2025 (end of the Plan period).

6.6 We have prepared Technical Paper No.4 which provides details of the evidence which has informed and supported this spatial approach. The implementation of the associated Core Strategy policies will be monitored using local core indicators once the Core Strategy has been formally adopted, anticipated to be October 2010.

Figure 5: Distinctive Areas of the National Park



Climate Change

7

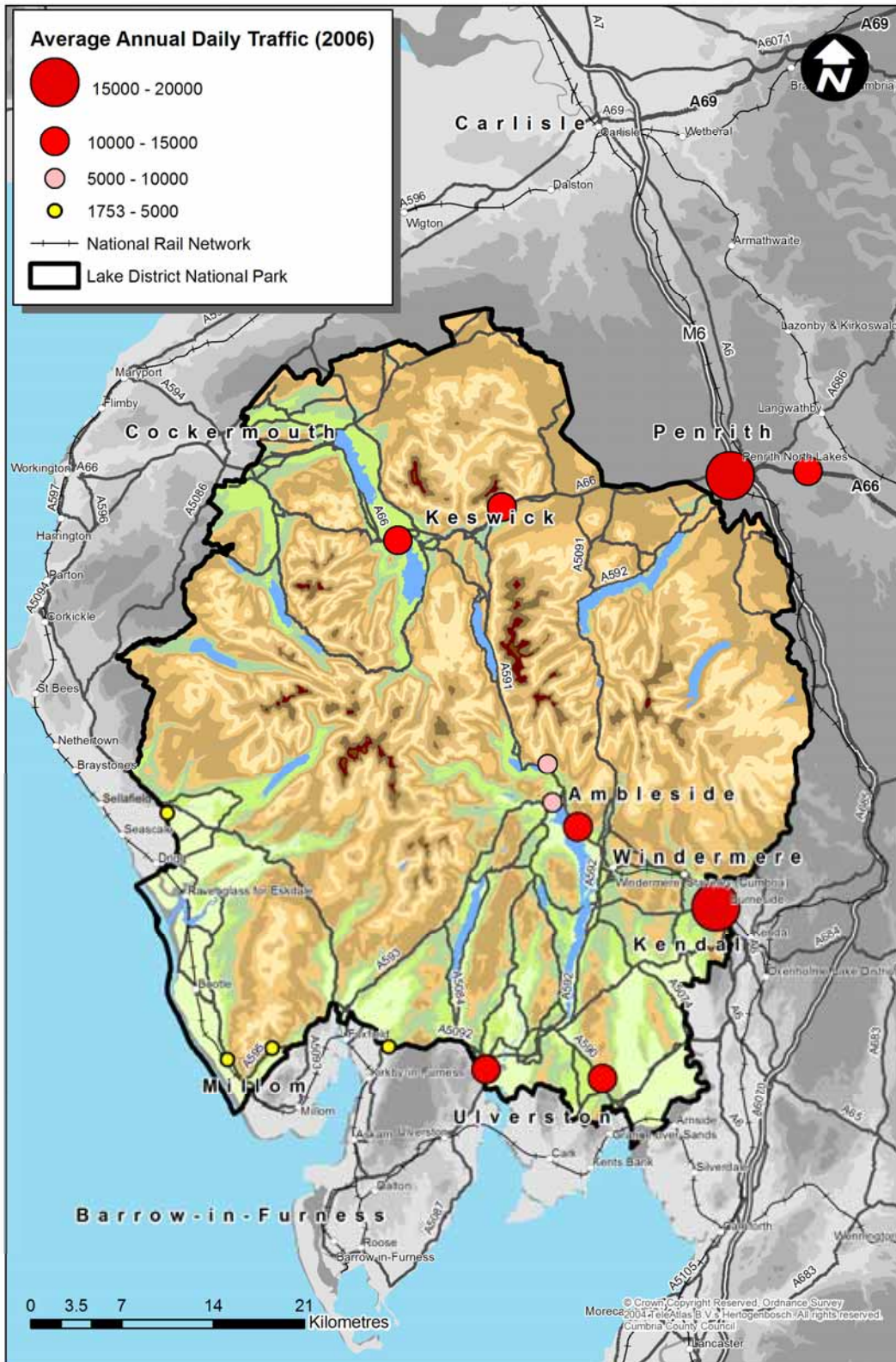
7. Climate Change

Sustainable transport solutions

Context

- 7.1 Traffic and transport affects us all, be it for business, domestic or leisure purposes, and whether we use private vehicles or travel by more sustainable means - train, bus, boat, bike or on foot. And movement of all kinds continues to increase. The growth in tourist, business and domestic traffic on main roads across the Lake District National Park, for example, was estimated at one per cent a year in 2005, although more recent data suggests growth on some roads may have slowed (Source: Cumbria County Council).
- 7.2 The challenge is to tackle continuing road-based traffic growth and protect the environment without compromising business interests or preventing residents from going about day-to-day activities. We are committed to a low carbon future in which the need to travel is reduced and there is increasing use of sustainable forms of transport. And there are, in many parts of the National Park, real and viable alternatives to car-based travel:
- Scheduled bus services are complemented by demand responsive transport services such as Rural Wheels.
 - The west coast main line is a key rail artery with a branch line directly into the Lake District National Park at Windermere.
 - The Cumbria coastal line provides regular passenger services and could be an attraction in its own right, especially for walkers and cyclists.
 - Lake-based transport provides a crucial link in the sustainable transport network and is a unique resource.
 - The continuing development of strategic cycle routes, which provide alternative opportunities to access, and travel through, the National Park.
- 7.3 National and regional policy aims to safeguard the strategic road transport network, promote integrated planning to reduce traffic volumes and, in the Lake District National Park, to shift the emphasis from car to public transport, walking and cycling. Government advises on the need for more sustainable movement of freight and interchanges to better integrate different modes of travel.
- 7.4 The Cumbria Local Transport Plan 2006-2011 sets a vision for the county's transport network that provides safe access to jobs and services, supports a dynamic economy, improves the quality of the built and natural environment, and contributes to better public health. It recommends reducing traffic volumes by increasing sustainable modes of travel. The Regional Spatial Strategy says that parking standards could be more restrictive in environmentally sensitive areas as part of holistic traffic management solutions.

Figure 6: Average annual traffic flows at selected points in and around the Lake District National Park 2006



(Source: Cumbria County Council and Highways Agency)

Issues

- 7.5 Cumbria has a dispersed population and settlement pattern, and for many of its residents in more rural areas there is a limited travel choice. Private car is often a necessity to enable access to jobs, goods and services but about fifteen per cent of households do not have access to a car, and rely on other forms of transport. Frequent bus services are often not commercially viable, and local rail services are able to provide only for a limited proportion of demand.
- 7.6 Areas immediately outside the Lake District National Park have their own issues: Furness and West Cumbria, for example, suffer from industrial decline and relatively high levels of unemployment, and are priority areas for regeneration. They are linked to other sub-regions by trunk roads but separated from the M6 and west coast main rail line by the National Park. This presents topographical challenges, and the need also to consider the National Park's special status.
- 7.7 Tourism adds significantly to local traffic movement. Surveys show that the majority of tourist trips to, and within, the National Park are made by car. Sight seeing by car is one of the most popular activities. Busy roads can adversely affect visitors' enjoyment, residents' quality of life, and public safety. Carbon emissions - not only from tourist trips - contribute significantly to climate change.
- 7.8 There is also the issue of highway design. The report 'Rural Roads at Risk: Saving the Character of Country Roads' (2005) highlights how the character of many rural roads is changing incrementally – 'more traffic, standardised visually prominent designs, more and bigger signs, more surface markings and colourings, more lighting, more kerbing, and additional roadside clutter...and many roads have been subject to major changes in layout to provide for, or to make them safer for, more and faster traffic'.
- 7.9 Parking provision comprises a mix of pay and display, honesty box and free parking space, owned and operated by public and private bodies. There are over 100 car parks across the National Park, together with on-street parking, and road-side parking, formal or otherwise, both in and out of settlements. This mix leads to a fragmented approach, for example in parking charges and enforcement, and significant differences in the quality of parking provision and ancillary facilities. Demand for parking sometimes outstrips supply. The geography of the National Park means that, at peak periods, some areas experience levels of road-side parking that can disrupt the day-to-day lives of residents and local businesses.

Analysis

- 7.10 Our Local Development Framework Core Strategy is informed by traffic and transport-related research. We have, for example, commissioned research with partners on a 'transport framework' which focuses on tourism-related movement and has enabled us to:

- Identify the nature, scale and significance of traffic and transport issues, and examine good practice from elsewhere in the UK and abroad.
- Develop a transport 'vision' for the Core Strategy's five Distinctive Areas.
- Begin to draw up an action plan which will identify and prioritise projects for implementation.

7.11 We use regular monitoring information, such as traffic flow data collected by Cumbria County Council, and visitor surveys carried out for Cumbria Tourism and the National Park Authority, to help build up a picture of traffic movement to and through the National Park, and help inform the development of policy.

7.12 Future development plan documents will take account of recent car parking research which has included an audit of parking provision county-wide, review of car parking operators' policies and practice, and consideration of ways in which operators can work together more effectively for the benefit of all car park users.

7.13 There are no Core Output Indicators set to monitor traffic and transport. Relevant local output indicators, including Local Transport Plan indicators, will be developed during 2010.



Generating renewable and low carbon energy

- 7.14 An increased awareness about reducing carbon emissions, people are more interested than ever in hydropower as a form of renewable energy. We are committed to reducing carbon emissions throughout the Lake District National Park, and want to help local communities remain vibrant and become less reliant on external energy sources.
- 7.15 Our fells and high rainfall mean that we have a large number of watercourses in the National Park, and some of these may be suitable for hydropower schemes. The National Park also has a history of weirs and turbines that were used to power mills.
- 7.16 In order to investigate the potential to develop community-scale hydropower schemes, the Lake District National Park commissioned Inter Hydro Technology, a Kendal-based company, to undertake a desk-based scoping study to make an initial assessment of the broad potential for hydro electric sites in the National Park. The report includes:
- A summary of 55 sites throughout the National Park
 - Basic hydrology of each site
 - Catchment parameters
 - Estimated gross head available - meaning the height of the drop from one part of the watercourse to another
 - maximum and annual average energy output
 - simple payback time calculation
- 7.17 It is important to note that the 'stage 1' scoping study did not include any detailed analysis, but focused on the general technical feasibility of each site. Site specific issues were not taken into account at this stage; no site visits were made and no environmental assessments were undertaken.
- 7.18 In September 2009 we held a workshop with Natural England and the Environment Agency, as they are statutory consultees on hydropower applications. We considered the possible ecological impacts of hydropower development on the 55 sites. We agreed that some sites will be highly sensitive to development, and any development would have significant adverse effects on nature conservation or would require significant mitigation.
- 7.19 We also agreed that other sites identified in the report may be less sensitive, and that further work on these sites is needed in order to properly assess their potential for hydropower generation. As such, a total of ten sites have been selected through this process for further assessment.

CORE No/Ref: E3	The amount of renewable energy generation equipment by installed capacity and type
Actual target (if any):	Adopted Regional Spatial Strategy – September 2008. Capacity in 2010 - 1,234.4 MW for the North West Region Capacity in 2015 – 1932 MW for the North West Region
Actual achieved measure:	Monitoring data not available

- 7.20 We do not currently monitor the number of renewable energy planning applications which we receive and/or approve, nor do we have the mechanisms in place to measure installed capacity; this will be addressed through LDF local indicators which in turn will be fed into monitoring being undertaken by Cumbria County Council.
- 7.21 There have been changes to permitted development rights in relation to domestic renewable energy installations following the Town & Country Planning (General Permitted Development) (Amendment) (England) Order 2008 coming into force on 6 April 2008; the likely affect of this order will be an increase in microgeneration schemes in the National Park which are not subject to assessment through the planning process. This will reduce our ability to accurately monitor how much renewable energy generation is taking place in the National Park.
- 7.22 As an aside, interestingly these permitted development rights are subject to tighter restrictions in World Heritage Sites and conservation areas, but National Park designations are not.

Development and flood risk



8. Development and flood risk

Context

- 8.1 Eight percent of the National Park is directly affected by a functional floodplain and/or high flood risk area. This affects 554,000 buildings. A further 9 percent is in medium flood probability areas.
- 8.2 Most of our Rural Service Centres, as identified in our Core Strategy which has not been adopted, are located around main rivers. On average approximately 13 percent of this is classed as high flood risk and 19 percent medium flood risk. These figures are considerably more in specific settlements as shown in the table overleaf:
- 8.3 Planning Policy Statement 25: Development and Flood Risk provides comprehensive guidance on how to reduce and manage flood risk. Local authorities should avoid development in flood risk areas, direct development away from the highest risk areas and take a precautionary approach to the increased risk from climate change. PPS 25 acknowledges that in National Parks, there is limited availability of unconstrained sites in areas with lower flood risk. We may therefore need to apply the Exception Test more frequently

Table 4: Areas at risk of flooding in rural service centres

	Total (ha)	Medium flood risk (ha) (%)	High flood risk (ha) (%)
Ambleside	101.8	16.07 (16%)	11.81 (12%)
Backbarrow and Haverthwaite	25.62	9.36 (37%)	8.6 (34%)
Bootle	10.12	0.11 (1%)	0.08 (1%)
Bowness and Windermere	243.7	9.81 (4%)	7.69 (3%)
Broughton in Furness	8.42	0	0
Caldbeck	14.18	2.86 (20%)	2.42 (17%)
Coniston	31.33	14.08 (45%)	9.61 (31%)
Glenridding and Patterdale	10.38	1.73 (17%)	1.09 (11%)
Gosforth	36.2	5.13 (14%)	4.63 (13%)
Grasmere	25.54	13.19 (52%)	12.3 (48%)
Hawkshead	9.2	0	0
Keswick	197.4	56.3 (29%)	40.02 (20%)
Staveley	44.15	15.43 (35%)	3.59 (8%)

Issues

- 8.4 We commissioned consultants to undertake a Strategic Flood Risk Assessment (2007), in partnership with the District Authorities, County Council and the Environment Agency. In 2009, the Environment Agency updated its flood maps and functional floodplain information to update the SFRA. We need to ensure the SFRA is reviewed on a regular basis in light of better flood risk information and emerging policy guidance.
- 8.5 In September 2008 the North West of England Plan Regional Spatial Strategy was formally adopted and it became part of the development plan for the Lake District National Park, and the region as a whole. The RSS encourages local planning authorities to minimise the threat from, and the impact of, increased coastal erosion, increased storminess and flood risk, habitat disturbance, fragmentation and increased pressure on water supply and drainage systems when considering development proposals. Policy EM5 requires all new development to incorporate sustainable drainage systems and water conservation and efficiency measures to the highest standard. This is a key requirement and we are investigating how this can be monitored through the use of local core indicators.

Analysis

- 8.6 The Environment Agency provides this the source information to support this indicator. Last year, the data was not available in time to present the findings in the AMR. So, this year the assessment also considers information which is now available for the previous monitoring period of 2007/8.

CORE indicator No/Ref:E1	Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds (08/09)
Purpose:	The purpose of this indicator is to monitor planning decisions in areas of known flood risk; to assess those applications granted approval contrary to EA advice and to consider the planning justification as to why that has occurred.
Actual target (if any):	N/A – assumed to be zero
Actual achieved measure:	No applications were approved contrary to Environment Agency advice during the period 01 April 08 and 31 March 09.

- 8.7 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 always work closely with both the Environment Agency and applicants in an attempt to address such concerns in a manner considered to be most appropriate for any given circumstances.

8.8 It is particularly encouraging to see that no applications were approved contrary to Environment Agency advice during this period. It is also apparent from the table below that where objections are made by the Environment Agency, it is common for applicants to withdraw applications. This suggests that we are explaining the significance of such objections to applicants, and we are taking a firm stance on such matters. The information suggests that applicants are being required to address these issues before there is any prospect of planning permission being granted, raising the standard of development in the National Park and, importantly, improving the quality of applications received.

Planning application ref	Location	Proposal	Development type	Reason for EA objection	LDNPA decision
7/2008/2129	Keswick Youth Centre, CA12 5NJ	Affordable housing and youth centre	Mixed use - Minor	Part C of Exception Test not passed	Not determined (as of 31 March 09)
7/2008/4023	Lower Saltcoats Farm, Holmrook, CA19 1YY	Change of use of land for siting of holiday lodges	Other - Minor	PPS25/TAN15 - request for FRA/FCA	Withdrawn
7/2008/5483	White Rock Cottage, Lindale, LA11 6LG	Domestic extension	Residential - Minor	Culverting (flood risk)	Refused
7/2008/5676	Boathouse, Pullwood Bay, Ambleside, LA22 0HZ	Convert first floor and create second floor on existing boathouse to form apartment	Residential - Minor	Unsatisfactory FRA/FCA submitted	Withdrawn
7/2009/5033	Water Park, Nibthwaite, LA12 8DQ	Building to house teaching, changing and storage facilities	Other - Minor	Unsatisfactory FRA/FCA submitted	Withdrawn

8.9 During the 07/08 monitoring period, the situation is similar. The Environment Agency had objected to a total of six planning applications. Of these, one application was approved contrary to the Environment Agency's recommendation.

8.10 As with this period, during 07/08 it was typical for applications to be refused, revised or withdrawn if an objection from the Environment Agency had been received. This indicates that there is consistency in the decision-making process, and all applications are being rigorously examined where flood risk and water quality issues are evident.

8.11 When assessing our policies against national and regional guidance we have identified and acknowledged problems with the interpretation of Joint Structure Plan Policies ST3 and C42:

- There are no site allocations in place yet, so doing a sequential test is difficult.
- It is difficult to seek appropriate sites when there is often limited scope to consider alternatives.
- In the absence of allocations, all planning applications are either windfall sites or exception sites.

8.12 PPS25 is relied upon heavily during the Development Management process; the policies within the Structure Plan are troublesome to implement and have in some respects proved to be less effective than was anticipated at the time of their writing. The Core Strategy is designed to iron out some of these problems and to address flooding and water quality in accordance with both national guidance and regional policy.

Vibrant Communities

9

9. Vibrant Communities

Housing provision

Context

- 9.1 There is immense pressure on the existing housing stock in many areas of the National Park. This issue is due in part to the continuing trends of people moving from urban to rural areas for a better lifestyle, and of those buying second homes or homes to be used for holiday letting purposes. Earnings in many of our rural areas are lower than in neighbouring urban areas, due to the reliance on the tourism industry. This makes it difficult for people relying on local wages to compete for housing in an open market. At the same time, some stock of social housing has been bought through the Right to Buy Scheme and there has been limited new provision.
- 9.2 These factors have led to a significant increase in the ratio between earnings and house prices across the area. The government recommends that the ideal ratio for income to house price is between 2.9:1 and 3.5:1, depending on whether it is a single income or dual income. In the Central Lakes Housing Market Area this ratio is 13.6:1. As a result, young people and newly formed households cannot afford to buy on the local housing market, and they leave the National Park. In some places this is negatively affecting the vibrancy of our local communities.
- 9.3 Planning Policy Statement 3: Housing (2006) reflects the Government's commitment to improving the affordability and supply of housing in all communities. In rural areas, high quality housing that contributes to the creation and maintenance of sustainable rural communities in market towns and villages should be provided. PPS3 requires Local Planning Authorities to undertake a Strategic Housing Market Area Assessment (SHMAA). We are currently undertaking this work with CCC and our neighbouring District Authorities. The SHMAA builds on the Housing Market Area Assessments completed in 2007, which uses information from the District-wide housing need surveys.
- 9.4 Policy L4 of the RSS establishes a minimum target of 60 houses per annum (1080 houses until 2021) for the National Park. Any housing developed must be of an appropriate scale and type to fulfil our strict requirements for meeting the identified local, and local affordable, needs.
- 9.5 The Cumbria and Lake District Joint Structure Plan Policy H20: Housing in the Lake District National Park states that within the National Park housing development will only be permitted where the development is of a scale and type which is designed to contribute to the identified housing needs of the locality. And where it is secured by condition, or legal agreement for occupation only by local persons, or it comprises a scheme to provide social housing whereby occupancy is secured, in perpetuity, to local persons in housing need, being a scheme usually promoted by a registered social landlord.

Analysis

- 9.6 The North West of England Plan Regional Spatial Strategy (RSS) to 2021 establishes an annual average requirement of 60 dwellings for the Lake District National Park. This requirement relates to completions rather than permissions. The total housing provision for the National Park is 1080 for the RSS plan period 2003 – 2021. For the purpose of producing local development frameworks, local planning authorities should assume that the annual average requirement will continue for a limited period beyond 2021.
- 9.7 Unlike the District Authority areas the Cumbria and Lake District Joint Structure Plan 2001-2016 adopted in June 2006 did not set an annual housing requirement for the Lake District National Park. The RSS is the first time a housing target has been set for the National Park. The RSS also states that housing in the Lake District National Park must be developed in keeping with the scale and type that has been identified as appropriate to the area's strict requirements on meeting identified local and affordable needs of the locality.
- 9.8 In normal monitoring circumstances, where there is an over-provision or a shortfall in any one year, the target for following years is adjusted accordingly.

CORE INDICATOR No/Ref:H1	Plan period and housing targets
Purpose	The purpose of this indicator is to show the planned housing period and provision.
Actual target (if any):	RSS target: 60 units
Actual achieved measure:	87 units

- 9.9 A total of 87 units were granted planning approval between 1 April 2008 and 31 March 2009. This excludes permissions for demolition and replacement, holiday lets and amended schemes where there is no net housing gain. A breakdown of which is presented in Table 5.

Table 5 : Planning Approvals for new dwelling units 01 April 08 – 31 March 09

Unit Type	Number
Affordable housing	65
Unfettered	0
Agricultural workers dwelling	6
Live/work unit	1
Tied (Manager accom.)	2
<i>Demolition/Replacement¹</i>	?
<i>Amended scheme²</i>	?
CLEUD	10
Local Occupancy	3
TOTAL excluding replacement and amended scheme figures	87
TOTAL including replacement figure ¹ and amended schemes ²	?

¹ Not counted in net figures

² Monitored, but with the caveat that they are monitored alongside other valid applications for the same site so figures may change.



9.10 65 of the 87 dwellings granted planning permission were for affordable needs, equating to 75% of all (net) housing units permitted in the National Park in this period. Of these, 49 are in Allerdale, 0 in Copeland or Eden and 16 in South Lakeland District areas within the National Park. This is summarised by Table 6 below.

Table 6 : Planning permissions by District

District	Affordable Rural Housing annual permissions	Other annual permissions (excluding replacement and amended scheme figures)
Allerdale	49	4
Eden	0	0
Copeland	0	2
South Lakeland	16	16
TOTAL	65	22

9.11 It is also helpful to further assess these figures in order to consider specifically where dwellings have been granted planning permission. Table 7 **overleaf** illustrates that the focus for this 12 months has been in Keswick, where a total of 49 affordable dwellings have been approved. This, if implemented, will make a significant contribution towards meeting the housing needs of that locality.

Table 7 : Planning permissions by Parish

District	Parish	No. of units Granted Planning Permission		
		Affordable Housing	Local Occupancy/ Agricultural workers dwelling/ Live-work/ tied	Other (CLEUD/ unfettered)
Allerdale	Keswick	49		
	Bassenthwaite		1	1
	Bewaldeth & Snittlegarth			1
	Borrowdale			1
Copeland	Ennerdale & Kinniside		1	
	Wasdale		1	
South Lakeland	Crosthwaite & Lyth	1		
	Lowick		1	
	Torver	8		
	Lakes		1	5
	Broughton East		1	
	Windermere	6	3	
	Coniston	1		
	Longsleddale		1	
	Crook		1	
	Duddon		1	
	Blawith & Subberthwaite			1
Colton			1	
TOTAL		65	12	10

Completions

- 9.12 Each year we monitor the number of housing completions through our housing land availability survey. This allows us to appreciate the economic vibrancy of the building industry and be aware of the changes to the built environment. But most importantly it enables us to assess how effective our planning policies and associated mechanisms are in helping to deliver new housing.
- 9.13 Both national and regional policy guidance places an emphasis on using land sustainably and creating mixed and inclusive communities, which offer a choice of housing and lifestyle. This means giving priority to the re-use of previously developed land for housing before releasing further Greenfield sites. It also aims to avoid low density development which is wasteful of land and provide a mix of dwelling types, sizes and tenures which help to meet the needs of local people.

- 9.14 For monitoring purposes, in line with current practice, 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 from the date on the Decision Notice is applied. Not all planning permissions are built for a variety of reasons and so completions data is recognised as being the most effective way of assessing whether housing targets will be met.
- 9.15 Section 56 of the Town & Country Planning Act 1990 (“the Act”), states that development shall be treated as having begun when any material operation comprised in the development begins to be carried out. A material operation means several things such as the digging of a trench to lay foundations or the laying of any underground main or pipe. A small but significant number of old permissions remain extant. These permissions have been approved using old planning policies which do not have the occupancy restrictions implemented today. We only monitor development which creates a separate dwelling unit for full time occupation. We do not monitor units used for holiday lettings, staff accommodation, granny flats or replacement dwellings

CORE	Net additional dwellings – Previous years
No/Ref:H2(a)	
Purpose	The purpose of this indicator is to show recent levels of housing delivery.
Actual target (if any):	
Actual achieved measure:	746 (1 April 2003 to 31 March 2009)

- 9.16 During the period 1 April 2003 to 31 March 2009, 746 dwellings have been completed in the Lake District National Park. Of the 746 completions, 475 units accord with the RSS requirement for housing to be in keeping with the scale and type that has been identified as appropriate to the area’s strict requirements on meeting identified local and affordable needs of the locality. 280 units of unfettered housing were completed during this same period.
- 9.17 Within the 08/09 monitoring period 51 new dwelling units have been completed within the National Park:
 - 19 were unfettered units of accommodation;
 - 27 units were for local occupancy, and
 - 5 units for affordable housing,
- 9.18 This makes a total of 32 (62.7 percent) for local and affordable needs housing. The units of unfettered accommodation do not have occupancy restrictions attached, so when they are sold, in theory they will be at full open market value.

CORE No/Ref:H2(b)	Net additional dwellings – for the reporting year (1 April 2007 to 31 March 2008)
Purpose	The purpose of this indicator is to show levels of housing delivery for the reporting year.
Actual target (if any):	60 (managed target is 55 for 08/09)
Actual achieved measure:	32 (which meet RSS requirements)

- 9.19 It is both unsurprising and inevitable that we have seen a significant reduction in the number of dwellings completed during this monitoring period. The global economic downturn which in turn led the UK to fall into a period of recession has adversely affected developers (and developments) nationwide. The Lake District is no exception to this; often the viability of schemes is marginal regardless of the wider economic situation. This is due to relatively high build costs due to poor economies of scale and a demand for the highest standard of design in the context of the area being a National Park. Combined with affordability and local needs occupancy clauses, the recession has led to some schemes becoming economically unviable at the present time. This will no doubt change as the economy regains strength, but 32 net completions in comparison to 86 the year before (and 128 in 06/07) highlights the fragility of housing delivery in the National Park.
- 9.20 The locations of these completions is broken down by District area within the National Park, in Table 8. South Lakeland has seen by far the most completions of local needs and affordable dwellings. Delivery has been minimal in other Districts, with Allerdale's figure boosted by the completion of historical planning permission for unfettered units.

Table 8 - Completions data by District

District Area	Occupancy type		Units
Allerdale	Unfettered		17
	Local Occupancy	Cumbria wide	2
		Administration area of Allerdale District	1
		Administration area of Allerdale located within the LDNP	2
	S106 – Affordable Housing		3
Allerdale total			25
Copeland	Local Occupancy	Agricultural workers dwelling	1
		Administration area of Copeland located within the LDNP	1
		Neighbouring Parishes (named)	1
Copeland total			3
Eden total	No completions		0
South Lakeland	Unfettered		2
	Local Occupancy	Agricultural workers dwelling	1
		Cumbria wide	5
		Neighbouring Parishes (named)	1
		Windermere Parish	8
		Windermere and Lakes Parish	3
		Live/work	1
	S106 – Affordable housing		2
South Lakeland total			23

9.21 Table 9 overleaf provides further details about where these completed dwellings have been provided, broken down by Parish. Windermere has seen 11 local occupancy dwellings completed, whilst the main focus of provision of unfettered dwellings using historical permissions was in Keswick and Above Derwent parishes, both of which are in Allerdale district.

Table 9 – Completions data by Parish

Parish	Affordable	Local Occupancy	Unfettered	Total
Caldbeck		1		1
Keswick	2		4	6
Above Derwent			12	12
Embleton & District		2	1	3
St Johns, Castlerigg & Wythburn		1		1
Lorton	1			1
Blindbothel		1		1
Whicham		1		1
Gosforth		1		1
Ennerdale & Kinniside		1		1
Dunnerdale with Seathwaite		2		2
Colton		1		1
Hawkshead	1		2	3
Haverthwaite		2		2
Broughton East		2		2
Windermere		11		11
Duddon	1			1
Coniston		1		1
Total	5	27	19	51

Affordable Housing Completions

- 9.22 Ensuring a supply of affordable housing is a key challenge in securing sustainable and vibrant communities. Local Planning Authorities are required to adopt a positive and pro-active approach which is informed by evidence, with clear targets for the delivery of affordable housing.
- 9.23 From April 2006 we have been using housing policies which are designed to ensure all new housing developments meet the identified housing need of the locality; locality usually defined as the Parish. This approach ensures new housing development will not be used to meet the demand for second homes/holiday home and holiday lets. It removes the concept of demand led housing and replaces it with the notion of meeting housing need. This is informed primarily by the finite land supply which results in limited opportunities for new build housing and evidence to support a genuine need for affordable housing throughout the National Park.

9.24 The Supplementary Planning Document on demonstrating housing need sets out the criteria we use to assess housing need.

- A household must be:
- a) Inadequately housed AND
 - b) Unable to afford to rent and/or buy on the open market AND
 - c) Have a need to live in the locality.

Table **10 overleaf** lists the Parishes which have a current housing need survey which we use when assessing planning applications.

9.25 As already stated, 2008-2009 has proved to be a difficult year for the delivery of affordable housing. The recession and credit crunch has caused affordability to worsen with increased deposit requirements and unwillingness by lenders to extend finance on properties with 'perpetuity requirements' outweighing any beneficial fall in prices.

CORE No/Ref:H5	Gross affordable housing completions
Purpose	The purpose of this indicator is to show affordable housing delivery.
Actual target (if any):	None
Actual achieved measure:	5 (+ 27 local needs only dwellings)

9.26 Housing Associations who are the main provider of affordable housing are also finding it difficult to meet level 3 of the Code for Sustainable Homes. This is a requirement if public subsidy is needed from the Home and Communities Agency. We are not currently able to monitor quality levels however.



Table 10 – Housing Needs Surveys in the National Park with completions data
Updated August 2009

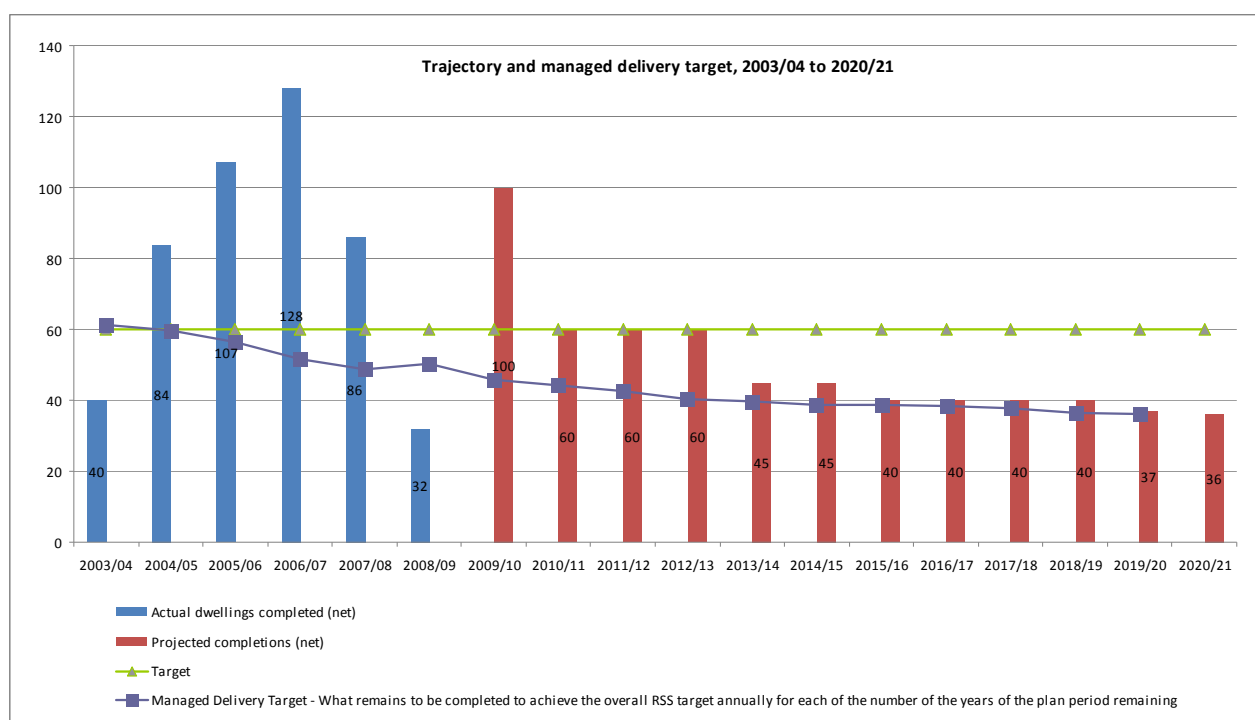
Parish	Date of Survey	Need¹	Completions
Above Derwent	August 2007	33	12
Ambleside	June 2006	38	
Askham & Helton	January 2006	17	
Bassenthwaite	January 2009	6	
Blindbothel	January 2009	0	1
Blindcrake	January 2009	3	
Borrowdale	August 2007	10	
Bootle	2008	13	
Broughton West	August 2005	5	
Caldbeck	November 2007	20	1
Colton	March 2007	17	1
Coniston	March 2006	66	1
Crook	April 2007	10	
Drigg & Carleton	2009	12	
Embleton	January 2009	6	3
Ennerdale & Kinniside	2009	3	1
Glenridding	September 2005	6	
Gosforth	May 2008	17	1
Grasmere	October 2006	40	
Haverthwaite	December 2005	13	2
Hawkshead	June 2008	28	3
Hutton	July 2007	8	
Ireby & Uldale	November 2007	5	
Keswick	December 2005	169	6
Kirkby Ireleth	February 2007	40	
Lamplugh	May 2008	4	
Langdale, Elterwater, Loughrigg, Skelwith Bridge and Clappersgate	November 2006	11	
Lorton	June 2006	9	1
Millom Without	2008	18	
Ponsonby	2009	0	
Rydal	October 2006	2	
Setmurphy	January 2009	1	
Satterthwaite	November 2006	12	
Staveley	August 2008	18	
Shap	September 2005	17	
Threlkheld	August 2005	9	
Torver	March 2006	7	
Underbarrow	July 2006	17	
Underskiddaw	August 2007	5	
Upper Allithwaite	October 2008	8	
Waberthwaite	December 2007	10	

Wasdale	December 2007	4	
Whicham	October 2007	21	1
Windermere	June 2008	159	11
Witherslack	July 2005	23	
Wythop	January 2009	1	
Total		941	45

¹ The 'need column' shows the need identified when the survey was conducted. The need will fluctuate as new housing approvals are granted and developed and households find their own solutions.

Housing Trajectory

9.27 A housing trajectory for future supply is included below. As the trajectory is looking at future supply it is based on the RSS housing requirement. The trajectory demonstrates that based on actual and anticipated net completions from known sources, an additional 603 dwellings are required to meet the RSS housing requirement. As previous years have seen an oversupply of completions relative to the adopted RSS target of 60 dwellings per hectare (where as previously we have not had such a target), in future years we will seek to manage the delivery of dwellings so that approximately 1080 dwellings are provided for the whole plan period.



9.28 The Structure Plan and RSS provide for housing development in the Lake District National Park only to meet identified local and affordable needs. Regardless of the annual RSS target of 60 dwellings, actual delivery will depend on evidence of needs. In this context the required Housing Trajectory is shown but has reduced importance, as policies ensure that all new dwellings are for local and affordable needs only, based on a needs-led approach.

Previously Developed Land (Brownfield land and buildings)

CORE No/Ref:H3	New and converted dwellings – on previously developed land
Purpose	The purpose of this indicator is to show the number of gross new dwellings being built upon previously developed land (PDL).
Actual target (if any):	50%
Actual achieved measure:	80.39%

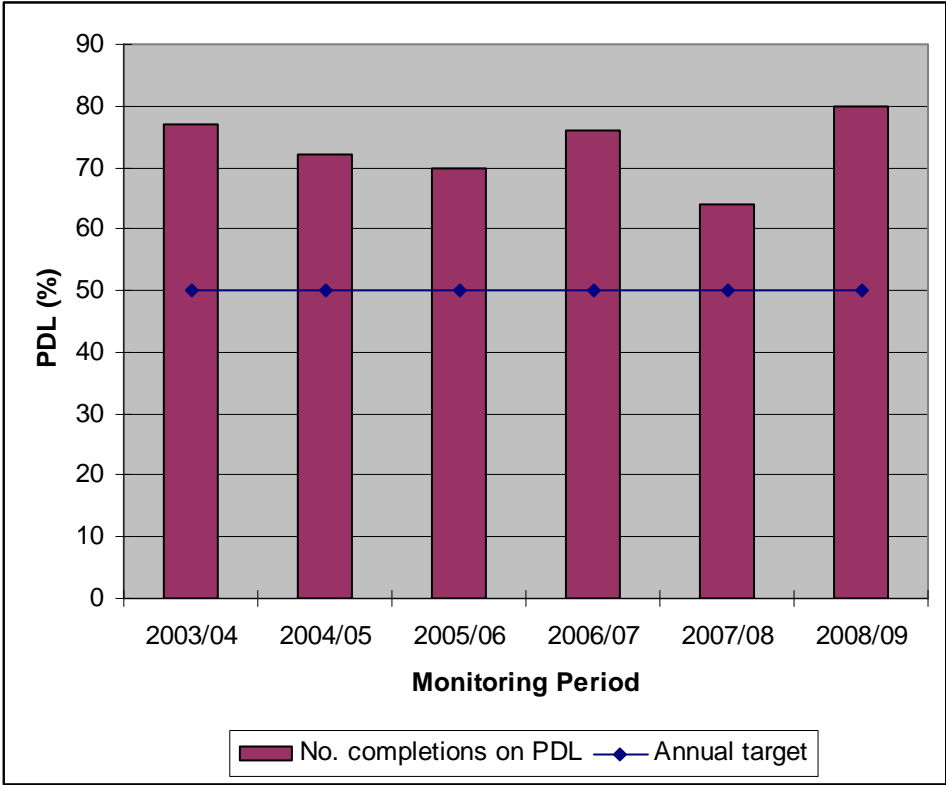
- 9.29 Government guidance and policy seeks to maximise the re-use of previously-developed land and the conversion of non-residential buildings for housing, in order both to promote regeneration and minimise the amount of Greenfield land being taken for development. The national target is that by 2008, 60% of additional housing should be provided on previously developed land and through conversions of existing buildings. The RSS establishes an indicative target of 'At least 50%' for the National Park.
- 9.30 Last year we reported concern that a drop in the percentage of development taking place on previously developed land (PDL) in 2007/08 was potentially an indication of an emerging trend that during the RSS period, the target set by that document (which requires 50% of all new dwellings to be on PDL) would become increasingly challenging. This is because of a relative lack of PDL, together with the fact that agricultural barn conversions are classed as Greenfield development.
- 9.31 Notwithstanding this, this year it is encouraging to see that over 80% of new dwellings were utilising PDL. A detailed breakdown of how this figure is derived is provided in Table 11 below. It is unlikely that this will be sustained in future years due to the aforementioned reasons, and we will continue to monitor this trend with interest.

Table 11: Greenfield/Brownfield completions for 2008/09

Year	New Build (net)				Conversions including subdivision (net)		Total		Total	%
	Greenfield	PDL	Total	%PDL	Greenfield	PDL	PDL	Greenfield	All sites	PDL
2008-09	2	5	7	71.4%	8	36	41	10	51	80.39%

- 9.32 Figure 7 provides context in terms of our performance in this respect in previous years. It suggests that last year was an anomaly, whilst conversely it suggests that this year was exceptional. The mean number of dwellings being delivered each year using PDL is currently just over 73%.

Figure 7: Graph showing % of dwellings on Previously Developed Land in relation to target figure within RSS



Density

9.33 Government guidance promotes the efficient use of land as a key consideration in planning for housing. Local planning authorities are encouraged to set out a range of densities to reflect land availability, capacity of infrastructure, accessibility and area characteristics.

9.34 In the absence of any locally set targets, 30 dwellings per hectare (net) should be used as a national indicative minimum, as per PPS3 guidance. The effective use of land is an issue within the Lake District National Park because of the finite land resource available.

Table 12 – Density of new dwellings based on completions

		No. of Dwellings	Percentage
Density of New Dwellings	Less than 30 dwellings per hectare	22	43.13%
	Between 30 and 50 dwellings per hectare	7	13.72%
	Above 50 dwellings per hectare	22	43.13%
Housing Completions 2008-2009		51	

9.35 Just over 43% of residential completions in this period fell below the indicative minimum density of 30 dwellings per hectare (net). This is due to a combination of reasons. Firstly, this year saw the completion of a relatively significant number of historical planning permissions, which were determined at a time when density and the efficient use of land was not as high a priority. Of greater significance however is that although planning decisions are made with this requirement in mind, greater weight is attributed to delivering the most appropriate scheme possible for any given context. It may well be a more in keeping, higher quality design through allowing a lower net density. In the context of the National Park designation, achieving the highest quality built environment - which is sympathetic to the spectacular landscape – is the key priority.

Gypsies and Travellers – pitch provision

9.36 In the monitoring year 1 April 2008 – 31 March 2009 there was no target for the delivery of Gypsy and Traveller pitches. The RSS Partial Review is seeking to provide targets for the sub-regions, but this target is currently proposed to be zero for the Lake District National Park. We received no applications for new pitches.

Type of Indicator:	Indicator:
CORE No/Ref:H4	Net additional pitches (Gypsy and Traveller)
Purpose	The purpose of this indicator is to show the number of Gypsy and Traveller pitches delivered.
Actual target (if any):	None
Actual achieved measure:	None

9.37 The Core Strategy will address this topic area and provide clear advice on how Gypsy and Traveller accommodation needs will be assessed and delivered where evidence of need is provided. We currently do not have specific policies which deal with this issue.

Vibrant Settlement Centres

Issues

- 9.38 Retail development is important to meet the needs of local residents and visitors to the National Park. The centres of our settlements are places where people shop, visit, work, eat and drink, and enjoy leisure activities. The scale and nature of the retail offer differs significantly between settlements. Larger settlements like Ambleside provide a range of food outlets, goods and services, while smaller settlements may have a pub and a village shop.
- 9.39 National policy promotes sustainable development and aims to focus new development for retail, office and leisure uses in existing town centres. Growth and investment should therefore seek to promote vital and viable town centres. In the National Park settlements are generally small and scattered and it is important that local services are supported and retained to enable sustainable communities to thrive. PPS6 is clear that retail and related developments should be located in existing centres and within identified central shopping areas. In rural areas, market towns and villages should provide a range of facilities, shops and services at a scale appropriate to the needs and size of their catchment areas. Any new retail should not adversely impact on existing central shopping areas.



- 9.41 Local Plan policy seeks to sustain rural community life within the National Park by ensuring that new development meets social and economic needs and that existing facilities are retained. Local shops and services are important facilities in this context. The following objectives underpin the saved retail policies of the Local Plan (Policies R1 to R7 inclusive, but R3 has expired):

- to foster the vitality and viability of the shopping centres of Ambleside, Bowness, Windermere and Keswick in a manner which does not conflict with the need to preserve and enhance the character and appearance of the built environment.
- to ensure the number, location, extent and form of additional retail development outside these commercial centres helps to meet the needs of local communities and protects and enhances the character and appearance of the National Park.



9.42 This is the first year that we have been in a position to report floorspace provided for town centre uses (use classes A1, A2, B1a and D2) as monitoring commenced in early 2008. Only 8.8% of floorspace for ‘town centre uses’ provided during this monitoring period was actually provided in a town centre area. This year provides a baseline figure which can be used for comparison purposes in future years. It is noteworthy however to state that whilst this figure may appear to indicate a policy failing, it is comparable to what is experienced in many other Local Planning Authority areas.

CORE No/Ref: BD4	Total amount of floorspace for ‘town centre uses’
Purpose	To show the amount of completed floorspace (gross and net) for town centre uses within <ul style="list-style-type: none"> i. Town centre areas and ii. The local authority area.
Actual target (if any):	None
Actual achieved measure:	<ul style="list-style-type: none"> i. Town centre areas = 138 sq.m. ii. National Park-wide = 1424 sq.m.

Open space and recreation

- 9.43 One objective of the Local Plan is to protect existing sport and recreation facilities from development (Policy S1) and to allow for the improvement and alteration of those facilities where they do not compromise the landscape and to give favourable consideration to the provision of new facilities to meet the needs of local communities (Policy S2). The Plan aims to encourage the provision of children's play facilities in areas of new development (Policy S3) and to protect existing public rights of way (Policy S5).
- 9.44 The Office of the Deputy Prime Minister's Public Service Agreement target 8 sets national policy for green spaces and open spaces. The Agreement states that local authorities are to lead the delivery of cleaner, safer, and greener public spaces. They should also lead on improving the quality of the built environment in deprived areas and across the country, with measurable improvements by 2008. We have not collected data for this indicator, but in any case this Core Output Indicator is no longer in use.
- 9.45 Areas of open space of particular importance have been identified within the larger settlements of the National Park in the Local Plan and are shown on the Proposals Maps. PPG 17 provides guidance for assessing development proposals that might affect open spaces, and guidance for enhancing the quantity or quality of open spaces when considering some developments.
- 9.46 As part of the Local Development Framework and to inform the Core Strategy, we have undertaken an audit of open space, sport and recreation facilities. This was a requirement of PPG17, and this audit has fed into an open spaces study which will ensure effective planning for open space, sport and recreation can be incorporated into our LDF.
- 9.47 We appointed consultants to undertake research to survey the existing and future needs of communities for open space, sport and recreational and cultural activities. This study is being used to inform the Core Strategy and work on the Site Allocations DPD.; where appropriate, local standards will be set out in the LDF to identify specific needs and areas of shortfall. We will seek to address any identified deficits, and we are developing local indicators to monitor and assess progress following the anticipated adoption of the Core Strategy in late 2010.

Prosperous economy

10

10. Prosperous Economy

Employment

Context

- 10.1 The UK officially entered a recession in January 2009 following two consecutive quarters of negative economic activity. During 2008/09 the economy shrank for the first time in 16 years; between July and September 2008 it shrank by 0.7%, 1.5% (September to December 2008), and 2.4% (January to March 2009). Worsening labour market conditions has ripple effects on other aspects of the economy, including prominently a decline in consumer confidence and lower spending with consequences for further job losses.
- 10.2 In Cumbria, April to September 2008 saw the number of reported job gains (1,969) far exceeded by reported job losses (454). However, in the six months to March 2009, the reported number of job gains (1,604) only just exceeded the number of reported job losses (1,465). The past six months has seen the number of job losses increase by almost 1,000 people. Approximately one third of job losses in the past six months can, it would appear, be directly attributed to the recession. There were 376 reported job losses in the manufacturing industry and also 376 job losses in the wholesale and retail trade.



10.3 The number of people claiming unemployment benefit (Jobseekers Allowance) has risen significantly between April 2008 and March 2009. These figures reveal an increase of 64.8 percent in Cumbria with 3,224 more claimants; see Table 13. In the National Park the figures reveal a 108.6% increase.

Table 13 : Number of people claiming unemployment benefit, by area

	April 2008 (No of people)	March 2009 (No of people)	Difference (No of people)	Change (Percent)
UK	835,185	1,523,482	688,297	82.4
NW	111,859	191,145	79,286	70.9
Cumbria	4,972	8,196	3,224	64.8
Allerdale	1,079	1,732	653	60.5
Copeland	1,076	1,485	409	38.0
Eden	198	434	236	119.2
South Lakeland	392	926	534	136.2
LDNP	163	340	177	108.6



10.4 In the National Park unemployment (claimant count rate) remains significantly lower than in the rest of Cumbria, the North West and the UK. This is unsurprising given the relatively small population combined with the demographic make-up of many communities within the National Park, with higher than average incidences of retired households and those who are not employed by choice, typically because they are sufficiently affluent. These low figures do however obscure the incidence of low incomes, narrow job opportunities and pockets of deprivation. Table 13 above therefore provides essential further analysis, and it highlights the fragility of the employment opportunities available to local communities, with unemployment rates rising considerably more steeply than in Cumbria as a whole, or the UK average.

10.5 Technical Report 3, which provides evidence to support the Core Strategy, provides a wealth of detail on the Lake District National Park's economic profile.

Figure 8: Unemployment rates – April 2007 to March 2009

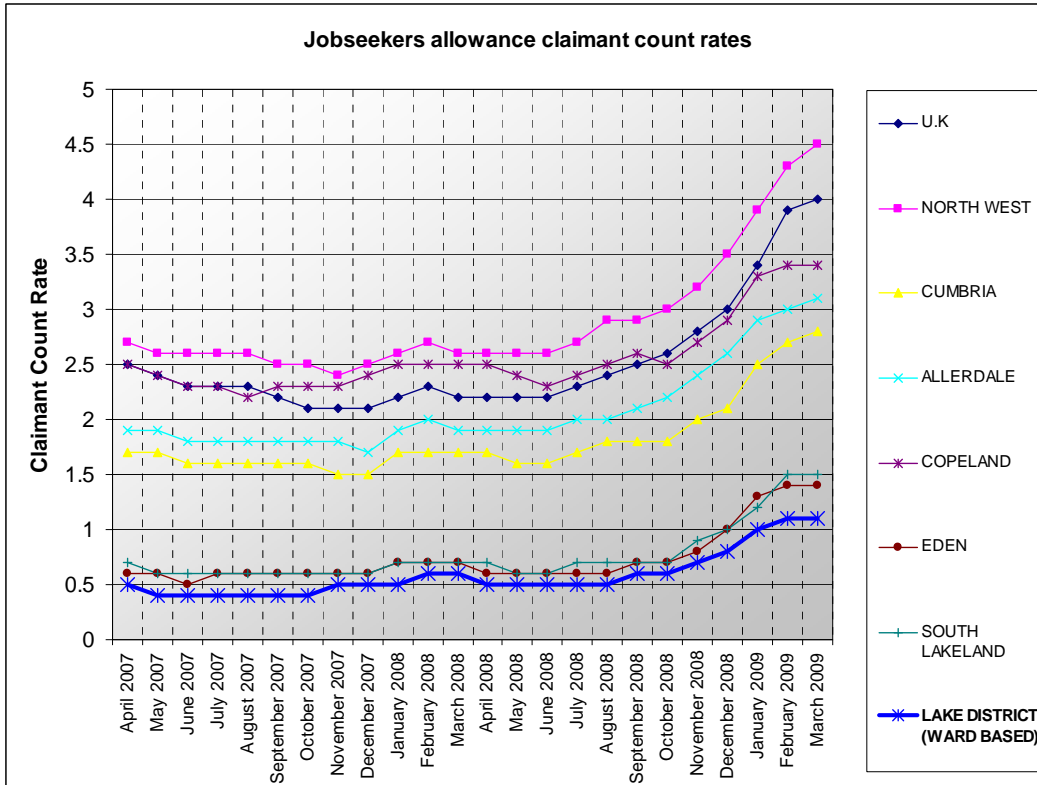
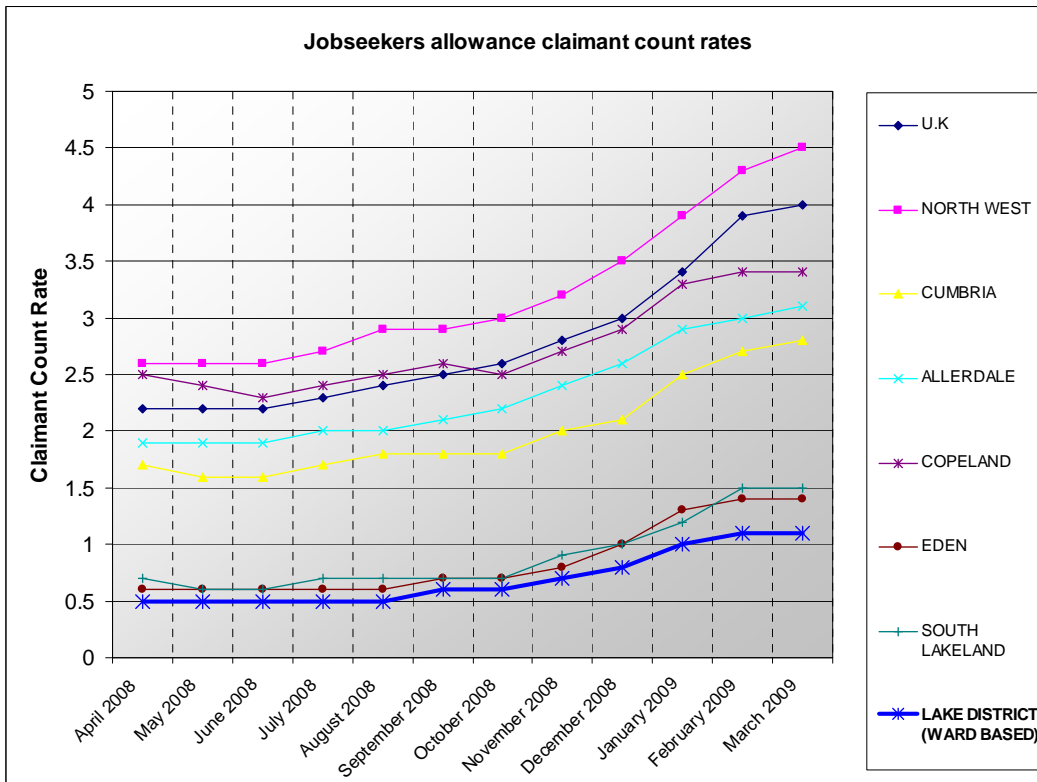


Figure 9: Unemployment rates – April 2008 to March 2009



Issues

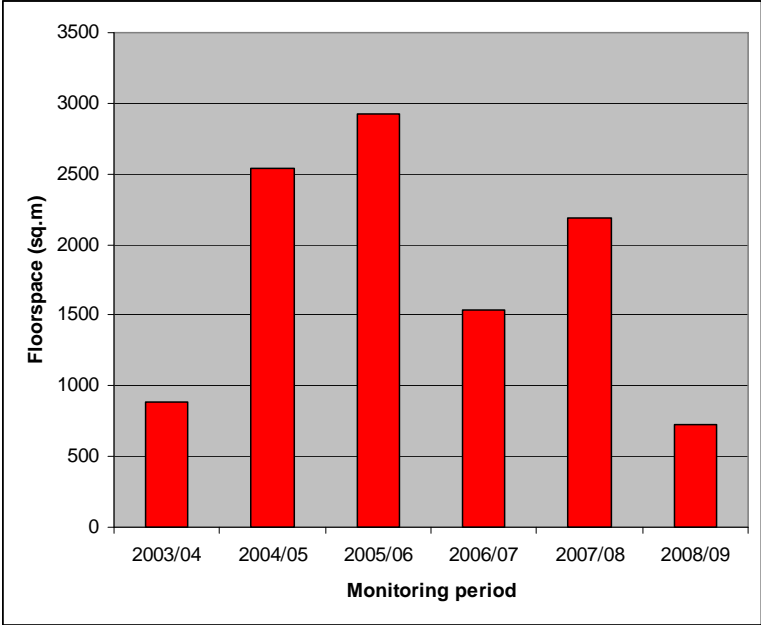
- 10.6 Last years AMR reported the findings of the Employment Land and Premises Study (December 2007). This report identified that there could potentially be demand for 8.6Ha of employment land up to 2021. The report recommended additional sites should be identified through the Local Development Framework process and should look to develop a business park to provide incubator and/or managed workspace.
- 10.7 In response to the findings of the Employment Land and Premises Study, a programme entitled the 'Employment Sites Programme' is being undertaken to identify potential sites for incubator/managed workspace and two small scale business parks. Stage one of this programme has been completed by Capita Symonds in association with Peill and Co. The report, published in November 2008, considered over 200 potential sites and identified eight potential sites, four of which were to be taken forward to stage two of the programme where further investigations should be carried out on the preferred sites and heads of terms agreed. The Capita Symonds report is to be used as evidence for the development of the forthcoming Site Allocations Development Plan Document.
- 10.8 Stage one of this programme has been funded by the Northwest Regional Development Agency (NWDA), as is the intention for stage two. Stage two of the programme was expected to begin in February 2008, however has been put on hold while funding is secured funding from the NWDA. It is hoped that stage two will begin later in the year.

Analysis

- 10.9 There was a significant reduction in the amount of employment floorspace created during this monitoring period. Again, as with the low number of residential completions, the reason for this is directly attributable to the economic recession, with many developers being forced to delay projects until the viability of businesses occupying premises improves. This is particularly critical for speculative developments, as rates are still payable on completed premises, irrespective of whether or not they are occupied.

CORE No/Ref: BD1	Total amount of additional employment floorspace – by type
Purpose:	To show the amount and type of completed employment floorspace (gross and net)
Actual target (if any):	None
Actual achieved measure:	723 sq.m (gross) 186 sq.m (net) (i.e. minus any losses through change of use or demolition)

Figure 10: Total gross employment floorspace completions (square metres) by year



10.10 Although the amount of employment floorspace which was completed during this period was considerably lower than previous years, the amount of employment floorspace being provided on previously developed land (PDL) has remained high, with 82% being completed on PDL. This figure also excludes floorspace created through the conversion of former agricultural buildings, as this is classified by central government as Greenfield.

10.11 This figure fluctuates year-on-year due to the relatively small amount of floorspace being completed. So, if a single larger scheme is completed in any given year, this alone can skew the figures. For this reason, it is important also to have regard to the cumulative percentage of employment floorspace being provided on PDL. As Table 14 overleaf highlights, since 2003 64% of employment floorspace has been provided using previously developed land. This is an excellent achievement in the context of there being a relatively small number of ‘Brownfield’ sites in the National Park.

CORE No/Ref:BD2	Total amount of employment floorspace on previously developed land – by type
Purpose:	To show the amount and type of completed floorspace (gross) coming forward on previously developed land (PDL)
Actual target (if any):	None
Actual achieved measure:	593 sq.m. 82%

Table 14: Total Completions (square metres) on Previously Developed Land by Year

	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	Totals
Square metres	533	1931	1597	1260	556	593	6470
% on PDL	60	76	55	87	25	82	64

Employment land availability

10.12 This year we have identified a reduction in available employment land in the Lake District National Park. Last year (2007/08) there was 5.10 hectares, where as this year the figure has reduced to 3.49 hectares. This reduction has not principally resulted from developments with planning permission being completed. Rather, it is a result of a number of schemes that had planning permission not being developed, and as such the planning permissions have expired. Once this occurs, the land can no longer be classed as available. For this same reason, we have seen a marginal increase in available allocated land. These findings are unsurprising given the current economic situation, and this trend shares many similarities with the decline in development activity of other types, and increased unemployment.

10.13 There are 31 sites with land available for development (i.e. with planning permission or allocated), seven of which are under construction. This equates to 3.49ha of land, 2.25ha of which is allocated in the Local Plan, and still currently available.

CORE No/Ref:BD3	Employment land available – by type
Purpose:	To show the amount and type of employment land available.
Actual target (if any):	3ha (set in Structure Plan policy EM13)
Actual achieved measure:	3.49ha

Figure 11: Employment Land Available (Ha) by Settlement Type

	Complete	Under construction	With planning permission	Allocated	Total available	Total site
Larger settlements	1.15	0.54	0.19	2.13	2.32	4.01
Villages	0.02	0.02	0.01	0	0.01	0.05
Open countryside	0.33	0.10	0.84	0.32	1.16	1.59
Total	1.5	0.66	1.04	2.45	3.49	5.65

10.14 Notwithstanding the reduction in available employment land which has occurred this year and as explained above, our policies continue to achieve their aim of meeting local demand for employment land.

10.15 The saved policies in the Local Plan continue to provide the guidance necessary for our Development Management Officers to fulfill their day to day functions and so remain valid. The Local Plan policies saved have been agreed by GONW (**see Appendix 2**). All the employment policies have been saved apart from Policy E7: Outside storage of materials and Policy E8: Large scale industrial development.

10.16 The RSS was adopted in September 2008 and provides strategic guidance for the North West region. It identifies locations for regionally significant economic development and identifies targets for supply of employment land in the region (633Ha for Cumbria), and need (304Ha for Cumbria between 2005-2021). The Strategy does not break down supply of employment land down further than a Cumbrian level. Rather it requires plans and strategies to identify a portfolio of employment sites in accordance with relevant RSS policies.

10.17 The Structure Plan was adopted in 2006. A review of the Structure Plan when the RSS was adopted resulted in a number of policies being saved while others were superseded by the RSS. While the RSS did not breakdown the employment figures for Cumbria, the Structure Plan contains a saved policy (Policy EM13) that does set specific targets. For the Lake District National Park, we must aim to ensure that there is 3Ha of readily available land for employment purposes for the plan period 2006 – 2016. This figure recognises that new premises are often provided through the conversion and re-use of existing buildings rather than through the provision of new sites.

10.18 The Preferred Options Core Strategy (May 2008) includes two preferred options covering the economy (PO26: Area by area approach to economic development and PO27: Promoting more traditional employment and farm diversification schemes), and a further three options covering farming (PO28: Promoting sustainable farming activity, PO29: Ensuring the future viability of farming and PO30: Promoting the re-use of farm buildings for income generating uses). Consultation generated a number of comments that will be taken on board when developing the policies. Outside this monitoring period, an informal consultation took place in May 2009 prior to finalising the policies and publishing the pre-submission Core Strategy in September 2009. More detailed development management policies will ultimately be provided through a General Development Policies DPD and sites will be allocated for employment use in our Site Allocations DPD.



Visitor experiences

11

11. Visitor Experiences

Delivering sustainable tourism

Context

- 11.1 The Vision for the Lake District is that it should offer a world class experience to visitors. In some respects and in some cases the quality of facilities for visitors and the built environment do not match the world class landscape setting. Still around 8.3 million visitors each year, come to the Lake District and support a variety of accommodation, activities, retail and recreation opportunities.
- 11.2 Tourism is the mainstay of the Lake District National Park's economy and it attracts over half the county's tourism spend (£677 million in 2008). The industry is a major employer in the National Park, providing over 11,000 full time equivalent jobs. Tourism revenue, tourism-related jobs, visitor numbers and visitor days have all been seen to grown year on year. There has been much speculation about the likely effects of the economic downturn and a high Euro on tourism in the Lake District. Different scenarios including a growth in holidays taken in the UK have been predicted.
- 11.3 The seasonality of tourism activity in the Lake District has been identified as having an adverse effect upon the sustainability of the sector, particularly for employment. Measures to address this are, however, seen to be particularly contentious by some members of the local community who value the quieter winter months. The benefits of an extended season must be balanced with the needs of local communities and the environment.
- 11.4 Visitors are increasingly looking for different types of holiday and different experiences. Programmes such as Adventure Capital are seeking to expand upon this. We need to consider how we accommodate different leisure pursuits and trends so that everyone has the opportunity to enjoy the Lake District National Park in a sustainable manner without compromising its essential character. One of the key changes in visitor expectations is that visitors now expect better quality in every aspect of their visit, including accommodation, attractions and public places.

Policy

- 11.5 The development plan policies relating to the Lake District National Park are the North West of England Regional Spatial Strategy to 2021, adopted in September 2008; and Saved and Extended policies contained in the 1998 Lake District National Park Local Plan and the Cumbria and Lake District Joint Structure Plan 2001-2016.
- 11.6 Policies W6 (Tourism and the Visitor Economy) and W7 (Principles for Tourism development) of the Regional Spatial Strategy set the framework for sustainable tourism activity in the North West including the Lake District

National Park. These policies have been adopted since the end of the 2007-8 monitoring period.

- 11.7 The relevant policy of the Cumbria and Lake District Joint Structure Plan 2001-2016 relating to tourism (Policy EM16) has been extended but not replaced by the Regional Spatial Strategy. Policy EM16 seeks to direct new tourism facilities to key service centres and to locations where the development will enable the economic and physical regeneration of an area, and be of benefit to the local community. Development in the National Park will only be permitted where the statutory purposes of the area are not contravened. Further, the policy seeks to prevent the conversion of important tourist accommodation or amenities to other uses, or the conversion of serviced accommodation and touring caravan pitches to other tourist uses.
- 11.8 The policies of the Lake District National Park Local Plan were prepared at a time when the prevailing Structure Plan policy of restraint on the growth of tourism in the National Park. A key element of the policy contained in the Local Plan seeks to address the cumulative impact of small scale incremental developments. Several of the policies of the Local Plan relating to tourism developments have been saved. These are:
- T1 - Hotel Extensions in Larger Settlements
 - T2 – Hotel Extensions in the Open Countryside and Villages
 - T6 – Hostels and outdoor Centres
 - T9 – Static Caravan Sites
 - T11 – Site Facilities on Caravan Sites
 - T12 – Warden’s Accommodation on Static Caravan Sites
 - T13 – Individual Holiday Caravans
 - T14 – Holiday Chalet Sites
 - T15 – Replacement of Caravans by Chalets
 - T16 – Touring Caravan Sites
 - T17 – Tented camping sites
 - T18 – Touring Caravan/Tented camping sites
- 11.9 In addition, Policy NE5 – Development in Quieter Areas, has also been saved. This policy applies to, but is not restricted to, the consideration of tourism related applications in defined Quieter Areas of the National Park. It sets a presumption against developments which would cause harm to the character of such areas due to in increase in traffic, a material increase in the level of recreational use, or visual intrusion, noise or other forms of disturbance. A companion policy NE6 – Development in Busier Central Valleys, which contained similar restraint for different reasons on development in the already very popular valleys, has not been saved.
- 11.10 Policy T2 – Hotel Extensions in Open Countryside and Villages, contains a key criterion which has been much debated and tested at appeal. Criterion (f) seeks to limit such extensions to ‘normally’ no more than 10% of the floorspace of the existing premises. In light of the changed national and Structure Plan policy framework, a trend toward the loss of serviced accommodation to self-catering accommodation and some appeal decisions in

favour of significant extensions to some hotels in recent years, strict adherence to this criterion has recently proved to be untenable.

Analysis

- 11.11 There are no Core Output Indicators relating to tourism. However the information contained below was first collated in the AMR for 2007-8 and provides a baseline of information for trends to be observed into the future.
- 11.12 Information relating to tourist days, tourist numbers, tourist expenditure and bed stock has been taken from STEAM (Scarborough Tourism Economic Activity Monitor) analysis of Cumbria carried out annually on behalf of the Lake District National Park, Cumbria Tourism, Cumbria County Council and the constituent District Councils of the County. This analysis covers calendar years. The most recent information available is therefore for the period to the end of 2008.
- 11.13 Over 8 million visitors together spend nearly 15 million days in the National Park. Against a resident population of 42,000 this clearly is a significant feature of the area and its economy.

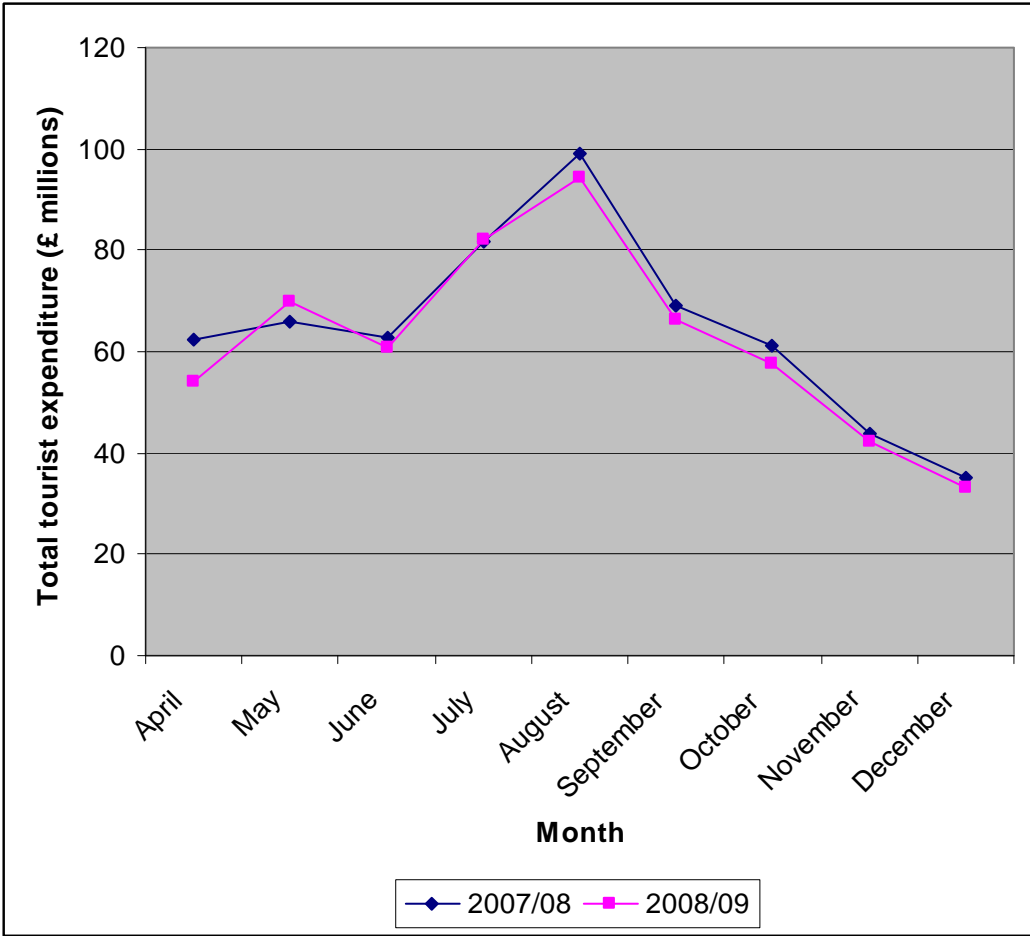


- 11.14 One notable feature is the split between staying tourists and day visitors. In terms of visitor numbers the proportion in any one month is always around one third staying tourists to two thirds day visitors. This will obviously have significant implications upon transport and travel within, but particularly into, the National Park, with 93% of visitors arriving by private vehicle (source: Cumbria visitor Survey 2006, Cumbria Tourism).
- 11.15 There is typically a marked drop in the number of available non-serviced bedspaces available between December and February (inclusive), and this year is no exception. This may reflect the closure of certain camping and caravan sites and the possible withdrawal of some self catering properties from the holiday market during the winter.

Table 15 : Tourist Numbers in the Lake District National Park – a comparison between 2007/08 and 2008/09

Tourist Numbers (000's)		2007-8	2008-9	%age change
April	Total	764.60	652.16	-15
	Staying tourists	218.13	191.45	-12
	Day visitors	546.47	460.71	-16
May	Total	824.34	873.96	6
	Staying tourists	237.72	255.88	8
	Day visitors	586.62	618.08	5
June	Total	742.45	712.25	-4
	Staying tourists	230.55	233.68	1
	Day visitors	511.90	478.58	-7
July	Total	922.36	952.25	3
	Staying tourists	256.20	254.20	-1
	Day visitors	666.16	698.05	5
August	Total	1127.88	1106.51	-2
	Staying tourists	299.15	289.18	-3
	Day visitors	828.73	817.33	-1
September	Total	835.97	800.28	-4
	Staying tourists	258.43	231.51	-10
	Day visitors	577.54	568.77	-2
October	Total	713.66	662.20	-7
	Staying tourists	231.74	219.48	-5
	Day visitors	481.86	442.73	-8
November	Total	606.74	615.65	1
	Staying tourists	157.67	146.45	7
	Day visitors	449.07	469.20	4
December	Total	426.91	416.38	-2
	Staying tourists	137.55	133.98	-3
	Day visitors	289.36	282.41	-2
January	Total	337.91	Not available	Not available
	Staying tourists	103.78		
	Day visitors	234.4		
February	Total	525.46	Not available	Not available
	Staying tourists	143.06		
	Day visitors	382.41		
March	Total	663.37	Not available	Not available
	Staying tourists	192.16		
	Day visitors	471.19		
Total	To end December	6964.91	6791.64	-2
	To end March	8491.65	Not available	Not available

Figure 12 Total Tourist Expenditure in the Lake District National Park – a comparison between 2007/8 and 2008/9



11.16 Figure 12 illustrates the scale of tourism in the National Park, together with its economic importance and its seasonality. No comparative data was available for the period January to March.

11.17 All of the above information helps to demonstrate the seasonal variation in the patterns of tourism in the Lake District National Park. The number of visitors and expenditure recorded for December are a little more than one third of the levels recorded in August.

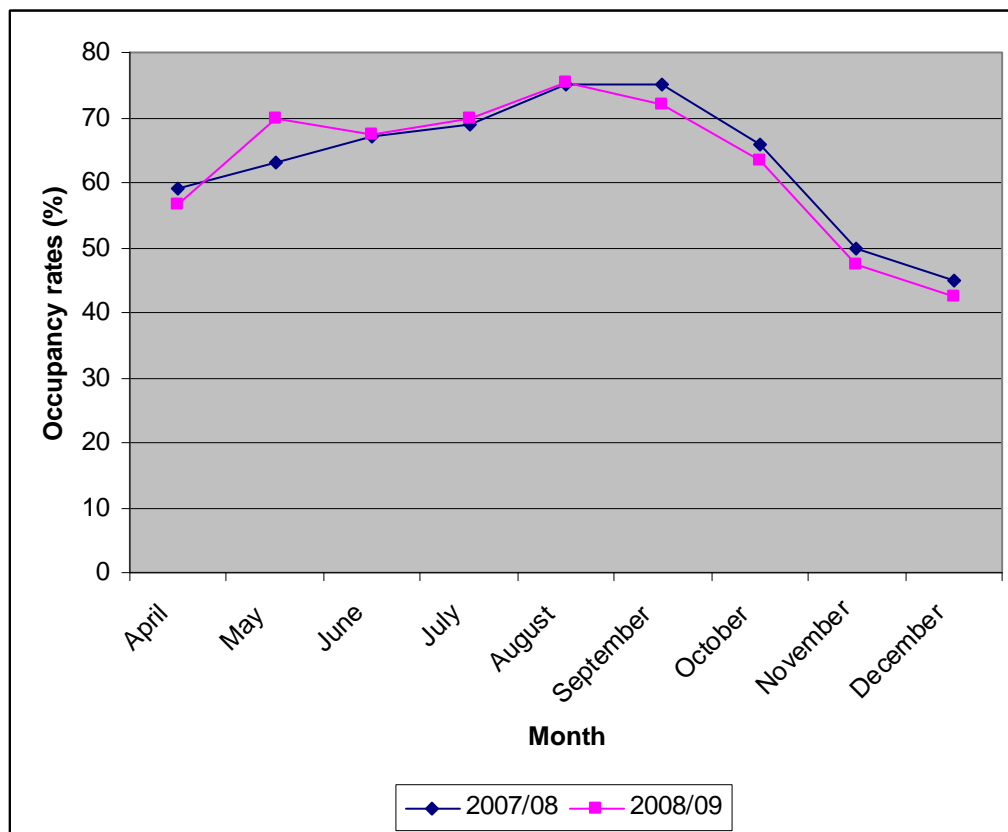
11.18 In terms of change from 2007-8 to 2008-9, the information shows a general pattern of a modest drop in numbers, days and expenditure. The drop in expenditure is slightly more pronounced than that for numbers, possibly indicating that customers are being more conscious of value when making spending choices, in light of the economic climate. Please note when comparing figures that Easter may fall in March or April which has a significant bearing on annual comparisons.

Occupancy rates

11.19 Since 1997, Cumbria Tourism has been surveying guest houses, hotels, and bed and breakfast (serviced accommodation) businesses. More recently information relating to camping and caravans has been included. The information collected is reported on monthly and annually, and includes occupancy rates, visitor origin, and average length of stay, for different categories of accommodation providers.

11.20 Cumbria Tourism has shared this information with the National Park Authority, including for inclusion in this report.

Figure 13 : Occupancy Rates of Serviced Tourist Accommodation in the Lake District National Park



11.21 Again the above information in Figure 13, which is specific to the Lake District National Park, serves to demonstrate the seasonality of the tourist economy in the Lake District. The trend from 2007/08 to 2008/09 of modest reduction in occupancy levels reflects the recorded reduction in visitor expenditure. Having regard to the economic climate, these figures suggest that the tourism industry has remained relatively buoyant, which suggests that the Lake District National Park is a popular destination for short breaks, the affordability of which does not appear to have been significantly affected by the recession and increased unemployment locally, regionally and nationally.

11.22 Cumbria Tourism sought to analyse the figures relating to occupancy further and the findings suggest that generally there is a correlation between the size, quality and price of accommodation and its occupancy levels. Larger hotels, those offering higher priced accommodation and those which have secured quality awards tend to record higher occupancy levels. This information appears to support the approach of encouraging quality improvements to accommodation and potentially other sectors.



11.23 That said, it is also important to ensure that the Lake District National Park continues to cater for the needs of all sectors of society who wish to visit and stay in the area. This relates directly back to the purposes of the National Park designation. It is essential that we maintain a wide variety of accommodation options, including low cost options. Historically static caravan sites have provided this low cost holiday opportunity, but there is a perceived trend that this is in many instances is no longer the case, with many static caravans being marketed as luxury lodges, often for private leasehold. We intend to commission further research on this issue to provide robust evidence on what the actual situation is.

Spectacular landscape

12

12. Spectacular Landscape

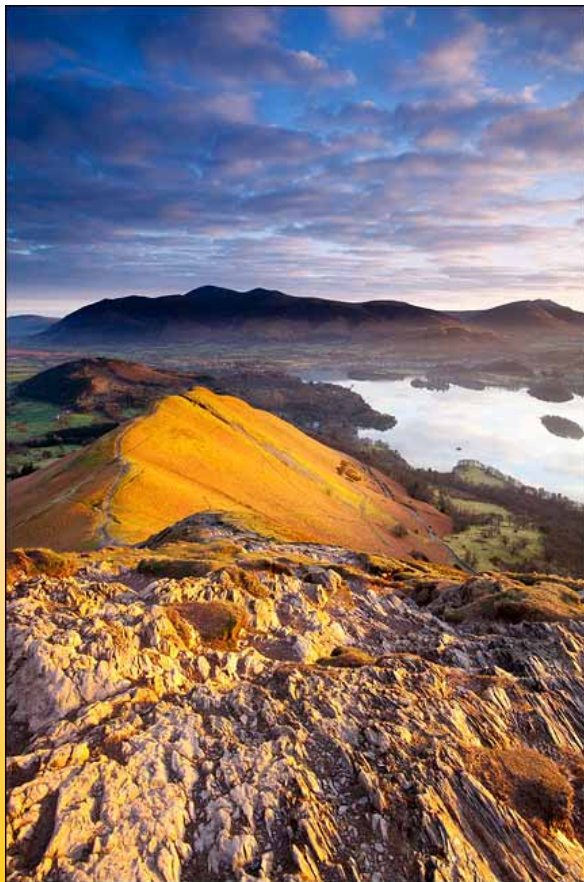
Protecting the spectacular landscape

Context

- 12.1 The exceptional landscape of the Lake District National Park is the principle 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.
- 12.2 From the earliest known settlement in the Lake District some 12,000 years ago the landscape has continued to evolve and provide for the needs of its inhabitants. From the first forest clearings in Neolithic times there is much evidence of past industry based on the natural resources of the land such as mining, quarrying and woodland-based industries. Farming has had perhaps the greatest influence with so much of the area managed for agriculture. It has defined the character of the landscape with the scattered farms, rich patterns of stone walls in the valleys and sheep-grazed open fells with woodlands surviving on the less productive land.
- 12.3 Rapid agricultural expansion in the late 17th and 18th centuries, a period known as 'the great rebuilding', 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 the 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 tourist industry and popularised the Lake District attracting an inward migration of wealthy entrepreneurs. The large houses and villas, designed landscapes and parks and gardens characterising some parts of the Lake District date to this period.
- 12.5 Tranquillity is an important aspect of landscape character. It is an emotional, spiritual quality difficult to assess and monitor by standard methods. Surveys consistently show that many people appreciate the relative solitude and peaceful character found throughout the Lake District National Park. Tranquillity is reflected in the National Park's special qualities, especially opportunities for quiet enjoyment and the open nature of the fells.

Issues

- 12.6 The landscape continues to evolve with climate change, agriculture, forestry and other land management practices, as well as development, all having an impact on its quality and character. In the Lake District National Park, changes have been varied in scale and impact from reservoirs and road schemes to relatively small-scale development. Even small changes in sensitive locations, such as single telecommunications masts, can easily spoil the scene. Poor design can introduce a suburban element inappropriate in a rural setting. Cumulative impacts can be equally damaging: excessive lighting, for example, can deny us views of the night sky.



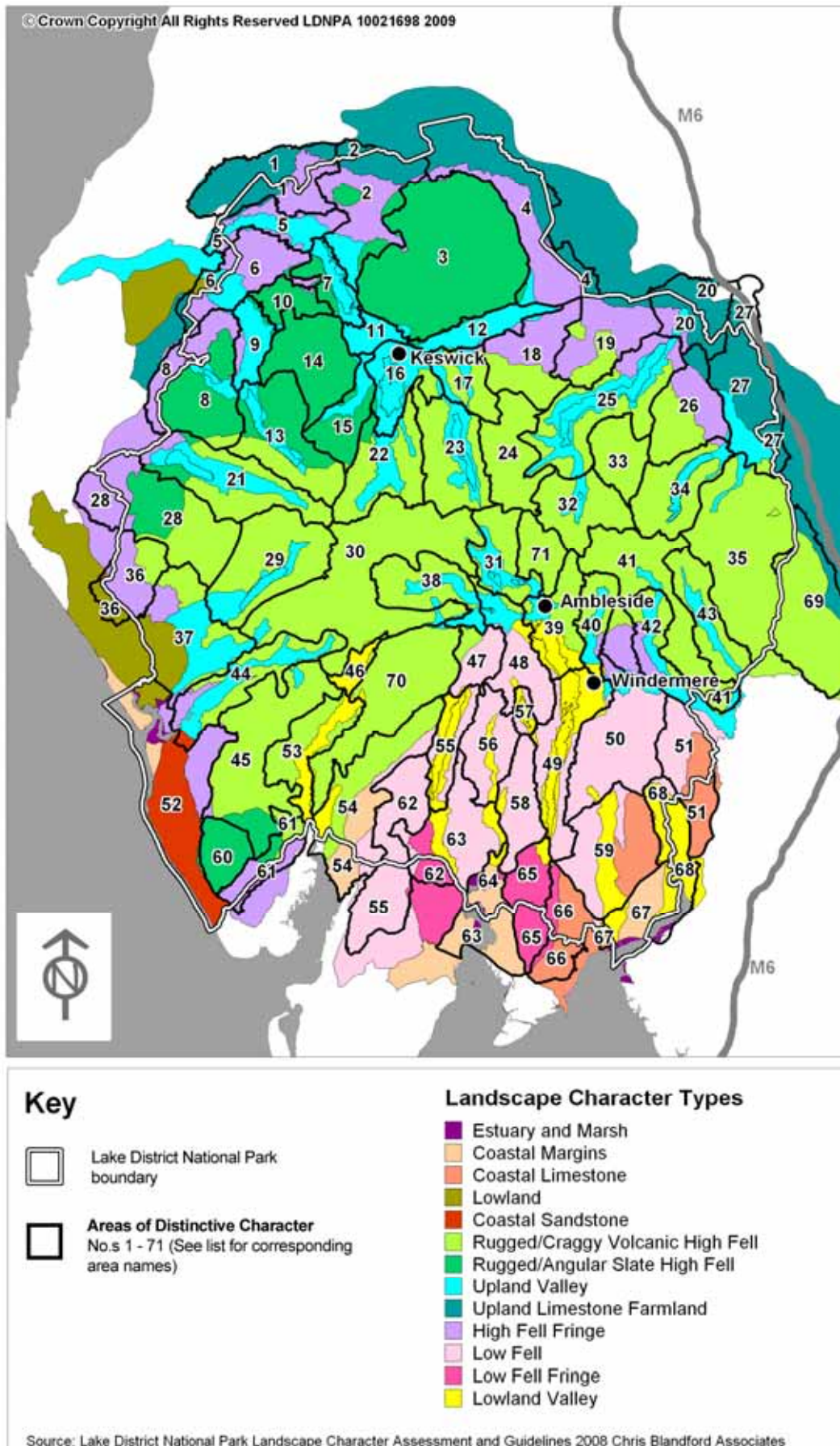
- 12.7 Research shows that since the 1960s there has been a reduction, nationwide, in areas identified as tranquil. Often this has been a consequence of development such as new airport runways, increased road traffic, light pollution, and new infrastructure including telecommunication masts. Often, it is the gradual and cumulative impact of development that has eroded tranquillity. The challenge is to make sure that, for those seeking an escape from the hustle and bustle of everyday life, such opportunities across the Lake District National Park are not diminished.

- 12.8 We have undertaken a landscape characterisation assessment that maps and describes different landscape character types such as coastal margins and craggy high fell. These are based on attributes including physical, ecological, cultural and historic character, settlement and building character, visible spatial components such as scale and colour, and non-visible components such as tranquillity and cultural associations. The research has also identified Areas of Distinctive Character including, for example, Keswick and Derwentwater, the Troutbeck Valley, and Grizedale Forest. These are unique landscapes and places with distinctive aesthetic and experiential characteristics, and a defined local distinctiveness and sense of place.
- 12.9 The landscape characterisation assessment will help guide development design, provide a solid evidence base for the local development framework, inform land management decisions and plans, and target delivery of agri-environment schemes. We will use other data sources, including GIS-based data for example on tree preservation orders and semi-natural woodland, to inform planning policy. The landscape character types and areas of distinctive character are illustrated by Figure 14.

Analysis

- 12.10 One of the purposes of National Parks is to conserve and enhance their natural beauty, wildlife and cultural heritage (Environment Act 1995). Planning Policy Statement 1 advises that planning policies should seek to protect and enhance the quality, character and amenity value of the countryside. It makes clear that landscapes with national and international designations should receive the highest level of protection. National Park Authorities are required, under the Wildlife and Countryside Act 1981 (amended 1985) to produce a 'Section 3 Conservation Map' showing areas of mountain, moor, heath, woodland and coast that the National Park Authority believes is particularly important to conserve. This map has helped to inform the landscape characterisation research.
- 12.11 The Regional Spatial Strategy advises that proposals should take account of the wider environmental costs of development, by requiring protection and enhancement of the most significant biodiversity, landscape, heritage and woodlands assets. Policy EM1 says that plans should identify, protect, maintain and enhance distinctive features that contribute to the character of landscape. They should be informed by, and recognise the importance of, detailed landscape character assessments, the special qualities of National Parks and the characteristics and setting of World Heritage Sites. Strategies for woodland and forestry management should support the aims of the regional forestry framework, encourage targeted expansion of tree and woodland cover, and identify and protect ancient semi-natural woodland. The spatial policy for the Lake District (CNL3) says that plans and strategies should give priority to the protection of the landscape and cultural heritage.

Figure 14: Landscape Character Types and Areas of Distinctive Character



- 12.12 Saved Joint Structure Plan policy (E37) requires development and land use change to be compatible with the distinctive characteristics and features of Cumbria's landscape. It says that proposals should be assessed in relation to locally distinctive natural or built features, visual intrusion or impact, scale in relation to landscape and features, character of the built environment, public access and community value of the landscape, historic patterns and attributes, biodiversity features, ecological networks and semi-natural habitats, openness, remoteness and tranquillity. The need for a landscape characterisation assessment was a specific recommendation of the Panel's Report on the Joint Structure Plan.
- 12.13 RSS acknowledges the importance of maintaining tranquillity (Policy T4) and refers to 'maintaining and enhancing the tranquillity of open countryside and rural areas' (Policy DP7). The spatial policy for the Lake District (CNL3) says that plans and strategies should give priority to the protection of the landscape and cultural heritage.
- 12.14 The scale, distribution and intensity of development differs across the National Park. For many years we have adopted a spatially-zoned approach, based on an audit of landscape features, road character and development especially of tourism facilities. The zones have included 'quieter areas' which are served mainly by narrow minor roads, and include relatively remote areas where existing development is generally unobtrusive. The aim has been to maintain the character of such areas and ensure that the recreational experience is not eroded, for example by significantly increased levels of traffic and recreational use, visual intrusion, noise and other forms of disturbance. We have also undertaken a landscape character assessment that maps and describes the different landscape character types and areas of distinctive character within the National Park. One of the attributes assessed in our research has been tranquillity. The information on quieter areas and the landscape research will help to inform future policy development

Geodiversity and biodiversity

Context

- 12.15 The variety of altitude, climate, geology, soils and aquatic environments in the Lake District National Park helps to support one of its special qualities: a wealth of wildlife. Habitats are wide-ranging, from arctic-alpine communities and upland heath, to estuaries and dunes. The forests, woodlands, and trees provide important habitats, and there is more semi-natural woodland than most parts of the UK. There are a number of species of European importance, and the National Park is an important refuge for several species declining in the rest of the UK and Europe. Cumbria as a whole supports approximately 100 species identified in the UK Biodiversity Action Plan as being of particular conservation priority nation-wide. The significance of the National Park's biodiversity and geology is reflected in its designated areas including internationally and nationally important sites.

Figure 15: Specially Protected Areas, Special Areas of Conservation and RAMSAR sites

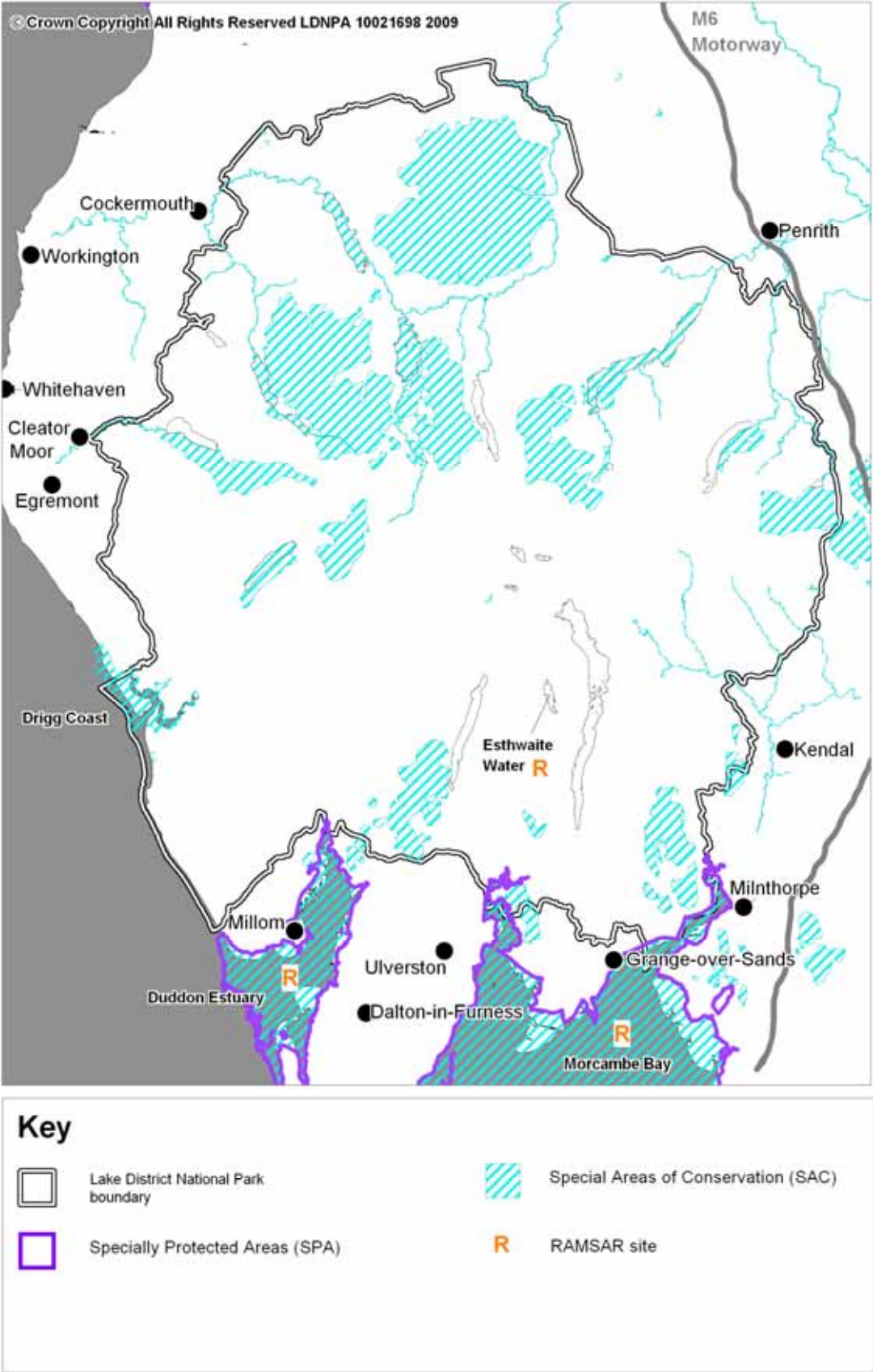
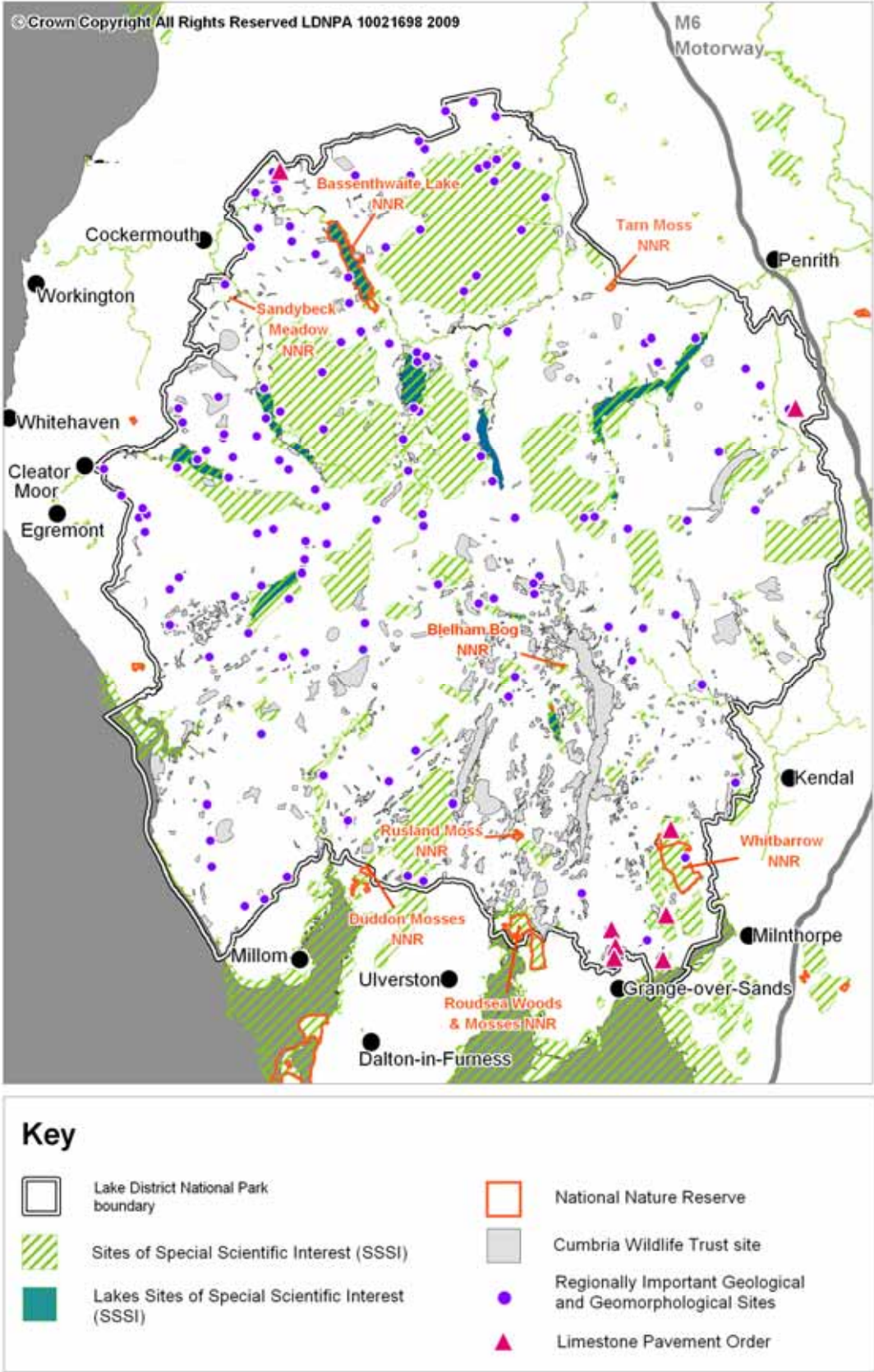


Figure 16: Sites of Special Scientific Interest, National Nature Reserves, Cumbria Wildlife Trust sites, Regionally Important Geological and Geomorphological Sites and Limestone Pavement Orders



12.16 Not all high quality habitat is designated, and features are often not confined to statutorily designated areas but occur throughout the National Park: small woodland areas and individual specimen or ancient trees, for example. Hedgerows, rivers corridors, trees, orchards and ponds provide important links between habitats and feeding routes. There is a wealth of locally-valued non-statutory 'Local Sites' such as County Wildlife Sites that provide wildlife refuges, complement other habitat networks, or represent local character and distinctiveness.

Issues

12.17 The way we use, manage and develop land can have a significant impact on the diversity of wildlife. Because many of these assets lack designated status, they are particularly vulnerable to land use change. The challenge is to make sure that any extension to, or enhancement of, sites and features will add value to the ecological fabric. Positive change can also help to foster community well-being and bring local economic prosperity. Biodiversity underpins 'ecosystem services', in other words the benefits that people obtain from ecosystems such as food, freshwater, timber and erosion control.

12.18 New development provides the opportunity to incorporate features that enhance biodiversity, and help offset some of the effects of climate change. Measures can range from minor additions to the fabric of buildings to the provision of major new areas of habitat. Biodiversity can be incorporated into even the smallest development, for example wildlife-friendly landscaping, installation of sustainable drainage schemes, and nesting and roosting spaces. The size and spatial relationships between habitat patches also influences biodiversity and should be a key consideration in land use planning. The National and International wildlife sites in the Lake District National Park are identified in Figures 15 and 16.

CORE No/Ref:E2	E2 Change in areas of biodiversity importance
Purpose:	To show losses or additions to biodiversity habitats
Actual target (if any):	None
Actual achieved measure:	26 European sites partially or completely within the LDNP or within 5 km of its boundary and including SSSIs (over 36,000 hectares). 132 SSSIs (over 41,000 hectares). 9 National Nature Reserves. Several hundred local wildlife sites (over 14,000 hectares). 16 European protected species.



Analysis

- 12.19 The Government requires, through this core indicator, that areas of biodiversity importance are recognised in the development plan for their intrinsic environmental value including sites of international, national, regional, sub-regional and local significance. There are no specific targets set in core output indicator guidance. However, biodiversity targets for the maintenance, restoration and expansion of UK priority habitats found in the North West (produced in April 2008 and recently revised by Natural England on behalf of the North West Biodiversity Forum) together with Biodiversity Action Plan indicative targets for the sub regions, can be used, for example to inform planning, and enhancement opportunities.
- 12.20 There is a raft of Government policy to protect wild plant and animal species and habitats, including two principle pieces of UK legislation implementing EC Directives: the Wildlife and Countryside Act 1981 and subsequent amendments, and the Habitats Regulations. Some animals are protected under their own legislation. The Natural Environment and Rural Communities (NERC) Act 2006 contains provisions to afford greater protection to wildlife and the conservation of biodiversity. National Park purposes include conservation and enhancement of natural beauty, wildlife and cultural heritage. National Park Authorities are required, under the Wildlife and Countryside Act 1981 (amended 1985), to produce a 'Section 3 Conservation Map'. The Countryside and Rights of Way Act 2000 introduces provisions to enhance biodiversity. Comprehensive guidance on the conservation of species and habitats is contained in Planning Policy Statement 9 (Biodiversity and Geological Conservation), the good practice guide, and accompanying circular. Legislation and guidance not only seeks to ensure the protection of features and sites of international and national importance, but also locally identified areas such as local nature reserves and Local Sites.

- 12.21 The North West Regional Spatial Strategy (Policies DP7, EM1 and EM3) seeks to conserve and enhance biodiversity as part of an integrated approach to protection and enhancement of the region's environmental assets. RSS says that plans should secure a step change increase in the region's biodiversity resources by contributing to the delivery of biodiversity objectives and targets. It calls on local authorities to address habitat fragmentation and species isolation. Saved policies in both National Park Local Plan and Joint Structure Plan have also aimed to conserve and enhance areas, sites and features of nature conservation interest.
- 12.22 The Cumbria Biodiversity Evidence Base – based on priority habitats and species, and produced by the Cumbria Biodiversity Network - will help in future monitoring, and in the production of local development framework documents. A summary of Planning Considerations and Enhancement Opportunities taken from the Species and Habitats Statements can be found on www.lakelandwildlife.co.uk.
- 12.23 We are exploring, with partner organisations, whether the data could also be used for National Indicator 197 (Improved Local Biodiversity - proportion of Local Sites where positive conservation management has been or is being implemented).
- 12.24 The Cumbria Biodiversity Action Plan (Cumbria BAP) guides the conservation and enhancement of a range of species and habitats at the local level, and is based on the UK Biodiversity Action Plan, which sets national species population objectives and targets. We have prepared a Biodiversity Strategy to identify the priority areas for the LDNPA's work to maintain and enhance biodiversity over the next five years.
- 12.25 The ecological framework for Cumbria will be further developed with the proposed production of a Cumbria Biodiversity Resource and Opportunities Map. It will be more detailed than that contained in the RSS, and will highlight areas of opportunity for delivering biodiversity targets within Cumbria.
- 12.26 The emerging Local Development Framework Core Strategy approach will enable us to meet regional and locally derived targets. The sustainability appraisal of the Core Strategy shows that the pre-submission document meets the sustainability objectives (as defined in the scoping report for the sustainability appraisal) of:
- Protecting and enhancing biodiversity
 - Preserving and enhancing landscape quality and character
 - Improving the quality of the built environment
 - Improving water quality and water resources
 - Restoring and protecting land and soil
- 12.27 We have no evidence to suggest that saved Local Plan or Joint Structure Plan policies are not working as intended. Development Plan Documents will include detail contained within former Joint Structure Plan policies which the

LDNPA considers is not covered sufficiently in the adopted RSS including E34 (areas and features of national and international conservation importance) and E40 (Woodlands). The Joint Structure Plan, for example, put stronger emphasis on the need to seek alternative sites and referred to the 'setting' of areas and features. It also linked woodland planting to landscape character assessment. Diverse landscape character is one of the special qualities of the National Park and woodland contributes to visual and cultural distinctiveness. There is no policy in RSS that safeguards the loss of habitats, archaeological features and historic features from new woodland planting.

The acclaimed historic environment

Context

- 12.28 The Lake District National Park has a rich archaeological heritage from prehistory to 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. Important deposits such as peat and lake sediments tell us a lot about past environments and climate change.
- 12.29 Historic buildings are a crucial element of the National Park's landscape. Farmhouses and barns reflect the varied geology and the functional requirements of past and present farming practices. The historic character of the villages and towns is often rooted in medieval patterns of settlement. The large villas of wealthy merchants and industrialists which date from the eighteenth century to the early 1900s add to this rich built heritage. Industrial development and the rise of the tourist industry from the nineteenth century have also left their mark.
- 12.30 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 and structures, 275 Scheduled Ancient Monuments, 9 Registered Historic Parks and Gardens, and part of the Hadrian's Wall World heritage Site. 21 conservation areas have been designated to protect the character of historic settlements.
- 12.31 Local culture is reflected through the Lake District's distinct dialect and vocabulary, and local sports and traditions such as rush-bearing. The landscape has inspired generations of artists and authors and was particularly important for the Picturesque and Romantic movements. Key artists and authors include William Wordsworth, John Ruskin, William Turner, John Constable, Arthur Ransom and Beatrix Potter. The cultural associations of the Lake District landscape and its importance in the formation of the early conservation movement, including the National Trust, are of universal significance. They form the basis for the current proposal for World Heritage Site inscription.

Issues

12.32 This rich 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, and sites both above and below ground are susceptible to loss and damage. Only a small number are protected as Scheduled Ancient Monuments. Most have no protection at all. The survival of local skills, such as dry-stone-walling, is often dependent on factors beyond our direct control such as out-migration of young people. Such skills are important to the conservation of the historic environment and local economy, and need to be encouraged.

Analysis

12.33 Conservation and enhancement of landscapes and cultural heritage is enshrined within the Environment Act 1995. Government guidance recognizes that the historic environment is an irreplaceable record, and there should be a presumption in favour of its physical preservation. Planning Policy Guidance Note 15 allows for designating conservation areas and listing buildings for which historical and archaeological interests are key criteria. There is also advice on the treatment of registered parks and gardens and World Heritage Sites. Planning Policy Guidance Note 16 stresses the desirability of preserving important archaeological sites, whether scheduled or not, and their settings. It outlines how local planning authorities and developers to identify and mitigate the impact of development on archaeological remains. The Government is consulting on a new Planning Policy Statement that will replace PPG15 and 16. It will take account of the commitment in the 2007 White Paper Planning for a Sustainable Future to streamline existing PPGs and separate out policy from guidance.

12.34 The Regional Spatial Strategy makes clear the need for plans, strategies, proposals and schemes to protect, conserve and enhance the historic environment, supporting conservation-led regeneration in areas rich in historic interest. The RSS refers specifically to Cumbria's rural villages and market towns, and the Lake District Cultural Landscape. The spatial policy for the Lake District (CNL3) says that plans and strategies should give priority to the protection of the landscape and cultural heritage.

12.35 The Local Development Framework Core Strategy is informed by the Lake District National Park Historic Environment Strategy. This contains the vision for the National Park's historic environment – an environment that will be well researched, recorded, protected, and accessible to local residents and visitors, understood and appreciated, and which underpins initiatives contributing to the economic well-being of the area.

12.36 Recording and research is carried out in a number of ways:

- i. The Lake District Historic Environment Record, which we maintain, is the record of the historic environment of the Lake District National Park. It originally formed part of the Cumbria County Council Sites and Monuments Record. It holds information on thousands of sites of archaeological and historical significance on a computer and map based system, supported by archival material. A whole range of historic environment information such as buildings (listed and unlisted), chance finds, landscape features (such as dry stone walls and sheepfolds) and environmental data is incorporated into the database. We make use of the data for land and development management, and spatial planning. It is also a useful tool for research and education purposes.
- ii. The Cumbria and Lake District Historic Landscape Characterisation Programme, which maps elements of the county's historic landscape is another important source of information and can be used, with the Lake District National Park Landscape Character Assessment, to inform policy.
- iii. Under the Planning Act 1990, we can designate new conservation areas ('areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance') and can review existing conservation areas and boundaries. We are currently progressing a programme of Conservation Area appraisals.



Minerals and Waste

13

13. Minerals and Waste

Mineral extraction

- 13.1 We need to provide better certainty for where future sustainable mineral working will take place. This is particularly relevant for maintaining a reliable supply of local building stone and slate, so that we can conserve and enhance the National Park's built fabric which reinforces the distinctiveness of place. English Heritage states in Mineral Extraction and the Historic Environment (2008) that it "supports the continued winning of certain minerals to maintain and repair significant aspects of the built heritage, and to provide materials for development that are in keeping with local character in order to conserve and enhance local distinctiveness and diversity."
- 13.2 Mineral Policy Statement 1 requires us to define Mineral Safeguarding Areas (MSAs) in Local Development Documents. We have to ensure resources are not needlessly sterilised by non-mineral development, although we should not presume that resources defined in MSAs will be worked. This issue will be addressed through our Local Development Framework.



- 13.3 The Cumbria and Lake District Structure Plan defines 'major development' as development that has significant environmental effects and is more than local in character. The intention of Policy R48 allows for continued mineral working in the National Park where it can be justified in order to maintain a supply of traditional local building materials, to maintain important buildings or to sustain local employment. In view of the availability of alternative sources elsewhere, the further quarrying of aggregates in the National Park is not required.
- 13.4 The adopted RSS states that plans and strategies should make provision for a steady and adequate supply for a range of minerals to meet the region's

apportionments of land-won aggregates. It also introduces the need to maximise the role played by secondary and recycled sources of aggregates in meeting the Region's requirements by encouraging the use of secondary materials and reutilising construction and demolition waste. The sub-regional apportionment of aggregates for Cumbria 2001 – 2016 for crushed rock is 66 million tonnes.

- 13.5 We are developing new minerals policies within the Core Strategy taking into consideration national and regional guidance and the special circumstances attached to National Park designation. We will develop policies which are locally distinctive and deliver appropriate minerals development which supports the Authorities spatial objectives and The Vision.

Analysis

CORE No/Ref: M1	Production of primary land won aggregates by mineral authority
Purpose:	The purpose of this indicator is to show the amount of land won aggregate being produced.
Actual target (if any):	
Actual achieved measure:	Not available

- 13.6 Analysis of this indicator is based on assessing total aggregate sales. This information is collected and included in the North West Regional Aggregates Working Party Annual Report. Because we only have 3 working aggregate quarries (Shap Blue Quarry, Shap Pink Quarry and Shap Beck Quarry), some of which straddle the National Park boundary, this information is not disaggregated to National Park level for reasons of competitive interest.

CORE No/Ref: M2	Production of secondary and recycled aggregates by mineral authority
Purpose:	The purpose of this indicator is to show the amount of (i) secondary and (ii) recycled aggregates being produced in addition to primary won sources in M1
Actual target (if any):	
Actual achieved measure:	Not available

- 13.7 It is not possible to assess how effective our mineral policies are in the context of Indicator M1 and M2, because of the reasons expressed above.

Waste management

Context

- 13.8 The overall objective of Government policy on waste is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. By moving the management of waste up the 'waste hierarchy' the Government aims to break the link between economic growth and the environmental impact of waste. Planning has an important role in delivering this objective by developing appropriate strategies for growth, regeneration and the prudent use of resources, and by providing new waste management facilities.
- 13.9 The adopted RSS policies promote more effective forms of waste management and seek to reduce and eventually halt future growth in municipal waste production in the region. The Regional Waste Strategy (RWS) aims to contribute to the sustainable development of the North West by encouraging waste management systems that will reduce waste generation, lessen the environmental impacts of waste production, and improve resource efficiency.
- 13.10 The Cumbria and Lake District Joint Structure Plan establishes the need for new waste recovery facilities to help meet the Government and European targets on waste management.
- 13.11 The Cumbria Joint Municipal Waste Management Strategy 2007 – 2020 commits to reducing municipal waste production by 1% for three years from the year 2007/08. The anticipated halt in the growth of waste will be as a result of waste minimisation projects and increased public awareness of the waste problem.



Issues

13.12 Tackling the tourism waste challenge is a priority for the Cumbria Strategic Waste Partnership. Tourism plays a huge role in the Cumbria economy. In 2005/06 tourism would have generated in the region of 37,000 tonnes of waste. An unknown quantity of this waste enters the municipal waste stream as household and commercial waste collected from tourist accommodation. Cumbria County Council has 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 is working alongside the County Council in formulating planning policies to help deliver sustainable waste treatment facilities that are appropriate to the National Park.

Analysis

13.13 For the monitoring period 1 April 2007 – 31 March 2008 we received no applications for new waste management facilities.

CORE No/Ref:W1	Capacity of new waste management facilities by waste planning authority
Purpose:	The purpose of this indicator is to show the capacity and operational throughput of new waste management facilities as applicable.
Actual target (if any):	
Actual achieved measure:	Not available

CORE No/Ref:W2	Amount of municipal waste arising, and managed by management type by waste planning authority
Purpose:	The purpose of this indicator is to show the amount of municipal waste arising and how that is being managed by type.
Actual target (if any):	
Actual achieved measure:	Not available

Figure 17: Predicted Waste Arisings

Sub Regional Area	Predicted waste arisings ('000s tonnes pa)			Total residual landfill capacity requirement ('000s cubic metres)		
	2005-2010	2010-2015	2015-2020	2005-2010	2010-2015	2015-2020
Cumbria	360	380	380	1,655	725	530

13.14 We are the waste planning authority for the Lake District National Park but we are not the collection and disposal authority; that responsibility rests with the District Councils and the County Council respectively. As such we have difficulty in reporting on this indicator as we do not collect the relevant data.

13.15 The current policy framework allows for the provision of civic amenity sites and recycling facilities within or adjacent to larger settlements and villages. It does not allow for landfill within the National Park. We will continue to work with the County Council to assess the need for identifying new sites for the provision of new or extended waste collection facilities through the Core Strategy.

13.16 We will continue to administer the Sustainable Development Fund to support innovative schemes which encourage waste minimisation, recycling and composting. It will continue to be a source of funding to support new schemes during the next financial year.

Appendices

14

Appendix 1: Summary of Core Output Indicators

	Indicator	Target (if any)	Actual Achieved	Future Actions/Comments	Impact/Action on saved/extended policies/ and LDDs
Business Development and Town Centres					
BD1	Total amount of additional employment floorspace - by type	None	2191m2		
BD2	Total amount of employment floorspace on previously developed land – by type	None	556m2		
BD3	Employment land available by type	3Ha	5.10ha		
BD4	Total amount of floorspace for 'town centre' uses	None	Not available	Database developed to provide baseline info. Data to be provided from 2009	
Housing					
H1	Plan period and housing targets	None for this monitoring period	N/A		
H2(a)	Net additional dwellings – in previous years		695 (1/4/03-31/3/08)		
H2(b)	Net additional dwellings – for the reporting year		114		
H2(c)	Net additional dwellings – in future years		Annualised housing provision for 9.25 years to March 2011		
H2(d)	Managed delivery target		99 units	On course to deliver Draft RSS target	
H3	New and converted dwellings – on previously developed land	50%	64%		
H4	Net additional pitches (Gypsy and Traveller)	None	None		
H5	Gross affordable housing completions	None	40% of completed dwellings provide affordable housing		

	Indicator	Target (if any)	Actual Achieved	Future Actions/Comments	Impact/Action on saved/extended policies/ and LDDs
H6	Housing quality – building for Life Assessments			Not currently monitored	
Environmental Quality					
E1	Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds	n/a		Data not yet available from environment Agency	
E2	Change in areas of biodiversity importance		Not available		
E3	Renewable energy generation			Not currently monitored. To be addressed in 2009	
Minerals					
M1	Production of primary land won aggregates by mineral planning authority		Data not available for NP		
M2	Production of secondary and recycled aggregates by mineral planning authority		Data not available for NP		
Waste					
W1	Capacity of new waste management facilities by waste planning authority		Not available		
W2	Amount of municipal waste arising, and managed by management type, and waste planning authority.		Not available		

Appendix 2: Saved Local Plan policies

Policy No	Policy Title	Save	
		Yes	No
Chapter 2: Landscape, Environment, Wildlife and Cultural Heritage			
NE1	Development in the open countryside		
NE2	Development of larger settlements		
NE3	Development of villages		
NE4	Development on the fells		
NE5	Development in quieter areas		
NE6	Development in busier central valleys		
NE7	Lakeshore development		
NE8	Development adjacent to lakes and tarns		
NE9	Protection of water resources		
NE10	Protection of semi-natural habitats		
NE11	Coastal protection works		
NE12	Protection of woodlands and trees		
NE13	Protection of nature conservation interests		
NE14	Protection of historic landscapes		
NE15	Protection of ancient monuments and sites		
NE16	Protection of archaeological sites		
NE17	Archaeological and historical evaluation		
NE18	Protection of river corridors		
Chapter 3: Conservation of the built environment			
BE1	Roof and wall materials		
BE2	Accessibility and the needs of disabled people		
BE3	Planning/development briefs		
BE4	Shop fronts		
BE5	Window blinds and shutters		
BE6	External cashpoint machines		
BE7	Advertisements		
BE8	Advance directional signs		
BE9	Satellite dishes		
BE10	Temporary buildings		
BE11	Conservation areas		
BE12	Demolition in Conservation Areas		
BE13	Alterations and extensions to listed buildings		
BE14	Demolition of listed buildings		
BE15	The setting of listed buildings		
BE16	Re-use of listed buildings		
BE17	Infill Development		
BE18	Protection of important amenity open spaces		
BE19	Curtilage extensions		
BE20	Landscaping schemes		
BE21	Boundary features		
BE22	Development and pollution		
BE23	Existing sources of pollution and new development		
Chapter 4: Tourism			
T1	Hotel extensions in larger settlements		
T2	Hotel extensions in the open countryside and villages		

Policy No	Policy Title	Save	
		Yes	No
T3	Change of use to hotels		
T4	New hotels and guesthouses		
T5	Camping barns		
T6	Hostels and outdoor centres		
T7	Large scale visitor attractions		
T8	Small scale visitor attractions		
T9	Static caravan sites		
T10	Occupancy periods		
T11	Site facilities on caravan sites		
T12	Warden's accommodation on static caravan sites		
T13	Individual holiday caravans		
T14	Holiday chalet sites		
T15	Replacement of caravans by chalets		
T16	Touring caravan sites		
T17	Tented caravan sites		
T18	Touring caravan/tented camping sites		
T19	Use of camp sites by touring caravans		
Chapter 5: Housing			
H1	Housing in larger settlements (Infill)		
H2	Housing in larger settlements (Except infill)		
H3	Housing exceptions on important open spaces		
H4	Housing in villages		
H5	Housing in the open countryside		
H6	Occupancy of existing farmhouses		
H7	Removal of agricultural/forestry conditions		
H8	Housing exceptions adjacent to development boundaries		
H9	Replacement of substandard dwellings		
H10	Mobile homes		
Chapter 6: Employment			
E1	Existing employment sites		
E2	Loss of existing employment sites		
E3	Re-use of buildings		
E4	Land allocated for business (B1) and general industrial (B2) development		
E5	New employment premises		
E6	Home based business		
E7	Outside storage of materials		
E8	Large scale industrial development		
Chapter 7: Conversion and re-use of traditional buildings			
C1	Conversions in larger settlements		
C2	Conversions in villages		
C3	Conversion to holiday accommodation in villages		
C4	Conversions in the open countryside		
C5	Replacement buildings		
C6	Isolated buildings		
C7	Requirements for all conversions		
C8	Removal of permitted development rights		

Policy No	Policy Title	Save	
		Yes	No
Chapter 8: Agriculture			
A1	Agricultural and forestry buildings		
A2	Access tracks		
A3	Farm diversification		
A4	Re-use of modern agricultural buildings		
A5	Fish farms		
Chapter 9: Retailing			
R1	Development within Central shopping areas		
R2	Development outside central shopping areas		
R3	Hot food take-aways		
R4	Local shops		
R5	Shopping in villages		
R6	Retailing from business premises		
R7	Shops in the open countryside		
Chapter 10: Transport			
TR1	Safeguarding corridors		
TR2	Design of road improvements		
TR3	Roadside service facilities		
TR4	Development and the local road network		
TR5	Public transport facilities		
TR6	Taxi bases		
TR7	Cyclists and horse riders		
TR8	Accessibility		
TR9	Off-street vehicle parking		
TR10	The loss of off-street vehicle parking		
TR11	Permanent public parking		
Chapter 11: Sport and recreation			
S1	Loss of formal recreation sites		
S2	New recreational facilities		
S3	Open space provision and children's play facilities		
S4	Multiple use of buildings		
S5	Public rights of way		
S6	Specialist recreation		
S7	Golf courses/driving ranges		
S8	Stables and loose boxes		
S9	Trekking and equestrian centres		
Chapter 12: Utility services and communications			
UT1	Development and water supply		
UT2	Adequacy of sewage disposal		
UT3	Development in flood risk areas		
UT4	Flood prevention		
UT5	Flood defences		
UT6	Overhead lines		
UT7	Telecommunications development		
UT8	LPG tanks		
Chapter 13: Renewable energy			
RE1	Wind energy development		
RE2	Solar energy adaptations		

Policy No	Policy Title	Save	
		Yes	No
RE3	Solar energy installations		
RE4	Small scale hydro-electric schemes		
Chapter 14: Minerals			
M1	Major minerals development		
M2	Minor minerals development		
Chapter 15: Waste			
W1	Landfill sites		
W2	Kendal Fell Quarry		
W3	Civic amenity sites		
W4	Local recycling facilities		
W5	Disposal of inert waste		
W6	Development affected by landfill site		

Appendix 3: Extended Structure Plan policies

Policy No	Policy title	Outcome	
		Extended	Replaced
ST1	A sustainable vision for Cumbria		Replaced by RSS policies DP1, DP2
ST2	Assessing impact on sustainability		Replaced by RSS policies DP1, DP2
ST3	Principles applying to all new development		Replaced by RSS policies DP1, DP4, DP5, DP7, DP9
ST4	Major development proposals	Policy extended and not replaced by RSS	
ST5	New development in key service centres outside the LDNP	Not applicable – relates to area outside LDNP. Policy extended.	
ST6	Development within key service centres in the LDNP		Replaced by RSS policies RDF2, CNL3
ST7	Development to sustain rural communities		Replaced by RSS policy RDF2
ST8	The city of Carlisle		Not applicable. Replaced by RSS.
ST9	North Cumbria		Not applicable. Replaced by RSS.
ST10	Furness and W. Cumbria		Not applicable. Replaced by RSS.
ST11	South and East Cumbria		Not applicable. Replaced by RSS.
ST12	Lake District National Park		Replaced by RSS policies EM1, L4, L5, CNL3.
EM13	Employment land provision	Policy extended and not replaced by RSS	
EM14	Development of employment land for other purposes	Policy extended and not replaced by RSS	
EM15	Employment development in rural areas		Replaced by RSS policies RDF2, W3.
EM16	Tourism	Policy extended and not replaced by RSS	
H17	Scale of housing provision		Replaced by RSS policy L4
H18	Targets for the recycling of land and buildings		Replaced by RSS policy L4
H19	Affordable housing outside the LDNP	Not applicable –relates to area outside LDNP - Policy extended and not replaced by RSS	
H20	Housing in the LDNP	Policy extended and not replaced by RSS	
H21	Allocation of sites within the LDNP for social housing	Policy extended and not replaced by RSS	
H22	Exception sites within the LDNP	Policy extended and not replaced by RSS	
H23	Housing renewal		Replaced by RSS policies L3, CNL1

Policy No	Policy title	Outcome	
		Extended	Replaced
T24	The strategic transport networks		Replaced by RSS policies RT1, RT2, RT9, CNL1
T25	New road building and traffic management		Replaced by RSS policies RT2, RT4, RT10, CNL1, CNL3
T26	Ports and airports facilities		Replaced by RSS policies RT5, RT6, CNL1
T27	Public passenger transport		Replaced by RSS policies RT1, RT2, RT3
T28	Freight		Replaced by RSS policies RT7, RT8
T29	Safeguarding future transport schemes	Policy extended and not replaced by RSS	
T30	Transport assessments	Policy extended and not replaced by RSS	
T31	Travel plans	Policy extended and not replaced by RSS	
T32	Car parking standards		Replaced by RSS policy RT2
T33	Telecommunications	Policy extended and not replaced by RSS	
E34	Areas and features of national and international conservation importance		Replaced by RSS policies DP7, EM1
E35	Areas and features of nature conservation interest other than those of national and international conservation importance	Policy extended and not replaced by RSS	
E36	Landscapes of County importance		Not applicable. Replaced by RSS policies DP7, EM1
E37	Landscape character	Policy extended and not replaced by RSS	
E38	Historic environment	Policy extended and not replaced by RSS	
E39	Enhancement of the built and natural environment		Replaced by RSS policies EM1, EM2, DP1, DP7
E40	Woodlands		Replaced by RSS policies DP7, EM1
C41	Development on the coast		Replaced by RSS policies RDF3, EM6
C42	Flood risk and development		Replaced by RSS policies EM5, EM6
C43	Coastal and flood defence		Replaced by RSS policies EM5, EM6, DP9
R44	Renewable energy outside LDNP and AONB	Not applicable – relates to area outside LDNP. Policy extended and not replaced by RSS	
R45	Renewable energy in the LDNP and AONBs	Policy extended and not replaced by RSS	
R46	Safeguarding mineral resources		Replaced by RSS policy EM7

Policy No	Policy title	Outcome	
		Extended	Replaced
R47	Mineral extraction outside the LDNP and AONBs	Not applicable – relates to area outside LDNP. Policy extended and not replaced by RSS	
R48	Mineral extraction in the LDNP and AONBs	Policy extended and not replaced by RSS	
R49	Waste recovery facilities	Policy extended and not replaced by RSS	
R50	Thermal treatment and energy recovery from waste plants	Policy extended and not replaced by RSS	
R51	Residual waste and landfill	Policy extended and not replaced by RSS	
L52	Town centres		Replaced by RSS policies W5, DP1, DP2, RDF2
L53	Access and town centres		Replaced by RSS policies DP5, RT1, RT3, RT9
L54	Retail, leisure and office development		Replaced by RSS policies DP1, RT2, W3, W5
L55	Local services and facilities		Replaced by RSS policies DP1, RDF2
L56	Health, education and training facilities		Replaced by RSS policies DP1, L1
L57	Leisure and recreation spaces		Replaced by RSS policies DP1, L1, EM1, EM3
L58	Regional Parks		Replaced by RSS policy EM4

The Lake District National Park

This National Park is one of a family National Parks in the UK. It was created in 1951 and covers some 2,292 square kilometres. Our job is to:

- conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park; and
- promote opportunities for the understanding and enjoyment of its special qualities.

We also have a duty to:

- foster the interests of the local community.

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