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Report from the Head of Development Management to Development Control Committee

Application number: 7/2026/3042

Application type: Major Outline application

Applicant: Mr Gary, Dudson

Location: Howfoot, Pooley Bridge, Penrith, CA10 2NQ

Grid reference: 347585, 524333

Proposal: 18 hole outdoor adventure golf course, two padel courts with associated disabled changing/WC facility, reception building and parking

Report prepared by: Phil Nicholls, Area Planner

Report agreed by: Kevin Richards, Planning Manager

Recommendation: REFUSE

1 About this report

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

Policy Framework) and Government planning guidance (the National Planning Practice Guidance).

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

2 Background and proposals

- 2.1 The application relates to an open field east of Pooley Bridge, between a detached dwelling at How Foot and Hill Croft Caravan Park.
- 2.2 Planning permission is sought for an 18 hole outdoor adventure golf course attraction with two padel courts, associated changing facility, reception building and parking. The application has been submitted as an outline application, though the only matter reserved is landscaping.
- 2.3 The application is before Committee because of the recommendation of approval is contrary to the views of representations received.

3 Representations

- 3.1 Barton and Pooley Bridge Parish Council – Neutral – The Council offered a neutral view on the application raising the following concerns:

- Policy 18 of the Local Plan supports sustainable tourism projects in Rural Service Centres. Pooley Bridge is classed as a Multi-purpose Hub; concerns the proposed development does not comply with this Policy.
- Lighting and noise pollution, particularly from the padel courts. Although low-level lighting is proposed, concerns remain about opening hours and the potential impact of increased light and noise levels.
- The design of the padel courts is unclear. Are they to be open sided?
- The expected Increase in traffic using the Howtown road and Roe Head lane will further exacerbate congestion along the narrow road and limited passing places. The Council are already aware of these issues which arise during peak times and has received complaints about from residents.
- Building heights, to ensure the development does not detract the beauty and harmony of the landscape and do not exceed the height of the proposed tree planting.
- Overall landscape harm and adverse impact of the proposal in the spectacular landscape.
- The development will encourage further visitors to the area which has already surpassed its infrastructural capacity.

3.2 Local Highway Department – Object – While the proposal includes several positive design elements—such as on-site parking provision a set-back access, and good internal layout—the application is fundamentally lacking in key supporting information. In particular, the absence of detailed access design (including visibility splays), a Transport Statement, and a robust assessment of traffic impacts prevents the Local Highway Authority from concluding that the development would operate safely. Furthermore, the proposed development has the potential to exacerbate existing seasonal traffic pressures on a constrained rural road network, giving rise to unacceptable highway safety risks.

- 3.3 Lead Local Flood Authority – Object - In its current form, the application does not provide sufficient information to demonstrate that surface water can be managed safely and sustainably. Additional evidence, including ground investigation, a detailed drainage strategy, and full consideration of nearby flood receptors and infrastructure, is required before the LLFA can support the proposal.
- 3.4 Westmorland and Furness Planning – No comments.
- 3.5 Cumbria Fire and Rescue Service – No objections – It should be noted that access for firefighting and water supplies must comply fire safety regulations.
- 3.6 Environmental Health – No objections.
- 3.7 Designing Out Crime Officer – No objections – Comments are provided on how to design out crime.
- 3.8 United Utilities – All options for the sustainable management of surface water must be thoroughly investigated before any surface water connections into the public sewer could be accepted.
- 3.9 53 letters of representation have been received, 44 letters of objection and 9 letters of support.

The letters of objection raise the following concerns

- The proposals are not in keeping with the area and would impact on the tranquillity of the area and special qualities of the lake district.
- The proposals will result in additional traffic and visitor pressure.
- The scale of development is inappropriate for the area.
- The proposals is not a community facility, rather just a tourism use.
- It would have an adverse visual and landscape impact.
- It would set a precedent for further development.

- The proposal would impact on local businesses who are already under stress from increased visitor numbers.
- The new entrance proposed into the site is unsuitable for additional traffic.
- The padel courts would generate a noise nuisance.
- The application is contrary to the Lake District Local Plan Policy 01 and 02 as it does not respect the local character.
- The proposal is contrary to Policy 18 as Pooley Bridge is not a rural service Centre.
- The proposals will impact on the amenity of the nearby dwellings.

The letters of support raise the following points:

- The proposal will be good for the community and economy, bringing in new business, creating jobs and giving people something fun and educational to do.
- The development is sensitively designed to respect the area and landscape.
- The scheme would provide a family friendly attraction, one which is accessible for all.
- The padel courts would be an asset to the area, and would provide a much needed facility for a growing sport.
- The facility commits to providing for all including those with disabilities.
- The scheme would deliver environmental improvements to the area.
- The attraction would support local tourism businesses and encourage people to stay longer in the local area.
- The attraction would act to reduce the number out tourists in the village centre by providing on the outskirts.

4 Development plan policies and other relevant guidance

4.1 The relevant Development Plan comprises:

- The Lake District National Park Local Plan 2020-2035

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

- Policy 01: National and international significance of the Lake District
- Policy 02: Spatial strategy
- Policy 03: Development and flooding
- Policy 04: Biodiversity and geodiversity
- Policy 05: Protecting the spectacular landscape
- Policy 06: Design and development
- Policy 07: Historic environment
- Policy 08: Infrastructure and developer contributions
- Policy 18: Sustainable tourism and holiday accommodation
- Policy 23: Community facilities and Local Green Space

- Design Code Supplementary Planning Document
- Landscape Character Supplementary Planning Document

4.3 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It is a material consideration in the determination of planning applications.

4.4 There is no community plan in this area.

5 Main issues and assessment

5.1 The main issues in this assessment are:

- Principle
- Landscape and visual impact
- Historic environment
- Benefits of the scheme
- Impact on amenity
- Highways

- Surface water
- Biodiversity net gain

Principle of development

5.2 Policy 02 (Spatial Strategy) sets out the level and type of development that is appropriate for different places, and encourages more sustainable living and working patterns by reducing unnecessary travel and avoiding sporadic development in the open countryside.

5.3 Pooley Bridge is defined as a village for the purposes of Policy 02.

Villages are settlements that have a more limited supply of social and economic infrastructure including employment, services and facilities, but demonstrate strong linkages with Rural Services Centres and other settlements. Developments in villages will be required to:

- strengthen community viability and resilience, and Sustain and enhance existing local service provision; and
- Be within or relate well to the form of the settlement, and to existing buildings within the settlement, and to utility and community infrastructure, and
- Protect, maintain or enhance the local distinctiveness, character and landscape setting, and
- make efficient use of land.

5.4 Development in the open countryside is restricted to circumstances where the following can be demonstrated:

- an essential need for a rural location; or
- the location is necessary for the provision of public utilities and infrastructure; or
- that it helps to sustain an existing business; or
- it is necessary for and designed to support agricultural or forestry use; or
- an appropriate extension, or reuse of an existing building.

5.5 Policy 18 (Sustainable tourism and holiday accommodation) sets out that sustainable tourism proposals will be supported where they:

- are within or well related to the settlement form of a Rural Service Centre; or
- contribute to the diversification of an agricultural or land-based rural business (Policy 19); or
- rely upon a geographically fixed resource which justifies the development; or
- are located within or adjacent to an existing visitor attraction or accommodation site.

5.6 Policy 23 (Community facilities and Local Green Space) seeks to sustain community and cultural facilities and local services. It achieves this by supporting development proposals for new, or improvements to existing facilities and services where they are appropriately located to serve the needs of the community.

5.7 The application site is within an undeveloped and open green field, beyond How Foot, a detached dwelling on the eastern edge of Pooley Bridge. The field is beyond the limits of the settlement and seen as part of the open countryside. However, the field is located only 400m from the centre of the village, and close to the sizeable Hill Croft Caravan Park to the east. This places the application site in the open countryside for the purposes of development plan policy but only a very short distance from the village and existing tourism sites.

5.8 The overarching purpose of Policies 02, 18 and 23 is to ensure that development is proportionate to its context and sporadic development into the open countryside is avoided.

5.9 The proposal is for an adventure golf course and two padel courts with associated infrastructure. Though it would offer some provisions for the

local community, it would predominantly be directed towards the tourism market, serving the visitors to Pooley Bridge or those staying locally, together with a high likelihood of being an attractor to the area in its own right given the lack of any other padel court provision or similar facilities locally

5.10 In assessing the proposal against the relevant tests contained within Policy 02, either as a village or an open countryside location I am of the view that the scale of development would be disproportionate to the size of Pooley Bridge and would fail to find overarching support from the spatial strategy. As a new tourism proposal, it would fail to find support from Policy 18 as it would not relate well to a rural service centre nor would it be adjacent to an existing visitor attraction or accommodation site. The proposals would find some limited support from Policy 23 through the improvement of local facilities.

5.11 Overall I consider that when read in the round the principle of the development would conflict with the aims of the development plan, particularly in respect of Policies 02 and 18 and would result in an unsustainable nature and scale of development in this location.

Landscape and visual impact

5.12 The site is within an area of exceptionally high landscape and cultural heritage value designated as both a National Park and as the English Lake District World Heritage Site. The National Planning Policy Framework states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks which have the highest status of protection in relation to these issues.

5.13 Policy 01 (National and international significance of the Lake District) states that the extraordinary harmony and beauty of the Lake District landscape and its Special Qualities, including the attributes of Outstanding Universal Value, will be conserved and enhanced.

5.14 Policy 02 (Spatial strategy) states that we will enable development that contributes towards achieving the four themes of the Vision, supports and maintains the vibrancy and sustainability of settlements distinctiveness and sense of place.

5.15 Policy 05 (Protecting the spectacular landscape) requires the highest level of protection for the landscape in assessing development proposals. This will be achieved by supporting development:

- That ensures the highest level of protection is given to the landscape, and
- Where the type, design, scale and level of activity maintains local distinctiveness, sense of place, and where appropriate, tranquillity.

5.16 Policy 06 (Design and development) outlines that development must reinforce the importance of local character by having regard to scale, height, density, layout, appearance and materials.

5.17 As outlined above Policy 18 of the Local Plan requires that development is consistent with landscape character and would have no unacceptable harm to the visual amenities or character of the area.

5.18 The Landscape Character Appraisal SPD is relevant and places the site within the Upland Valley Landscape Character Type and within Ullswater Valleys Area of Distinctive Character. The SPD outlines that the area is characterised as a predominantly improved pasture and meadows with a pattern of stone walls giving way to hedges.

5.19 The application field is an open and undeveloped agricultural field forming part of a patchwork of fields that encircle Pooley Bridge. Visually it acts to separate the physical development of the village from that of the nearby caravan and campsite.

- 5.20 The proposals would develop the majority of the field to create the golf course and padel courts. A new access would be formed from the road which would lead to a linear area of parking containing space for 39 cars. Beyond this and set into the eastern corner of the site would be the reception building, containing changing facilities and café. The single story building would have a grass or sedum flat roof centred around a covered circular seating area. Extending west of the building and parking area would be a landscaped and sculptured 18 hole adventure golf course. In the southern portion of the site would be two covered padel courts, with an associated changing building. Landscaping and planting are shown on the site plan, though the details of this are a reserved matter.
- 5.21 The closest public views of the site would be from the road to the south, from which the site would be accessed, together with views from the road to the northwest. Existing roadside planting would act to screen the site to a degree, however views into the site would still be possible, notably through the newly formed access. When seen from these positions the proposals would represent a significant development and incursion into the open countryside.
- 5.22 Elevated views of the site are limited. From footpaths across Askham the site is largely screened by planting. Glimpses may be possible from other elevated distant vantage points but these would place the field in the context of the caravan park and village development.
- 5.23 The combination of the buildings, parking area, landscaped golf course and padel courts would nonetheless introduce permanent manmade features into a field characterised by its undeveloped agricultural appearance, an important landscape feature. There would also be impacts from the activity associated with a use of this nature which would see regular movements into and out of the site together with those partaking in the activities.

5.24 The proposals would in my view result in an adverse visual and landscape impact which is inconsistent with the pastoral landscape character of the area and the type, design and scale of development would fail to maintain local distinctiveness and sense of place and would not reinforce the importance of local character, in conflict with Policies 01, 02, 05, 06 and 18.

Impact on heritage assets

5.24 The Lake District is a World Heritage Site and a designated heritage asset. The site lies within the Ullswater Valley as described and defined in the Nomination Document. The case for Outstanding Universal Value for the Lake District is based on a combination of attributes the most relevant here are the extraordinary beauty and harmony and the agro-pastoral system given the field designation as in-bye land.

5.25 The visual and landscape impacts identified above would also adversely impact on the extraordinary beauty and agro-pastoral attributes of the World Heritage Site given the field's agricultural use and contribution to the agro-pastoral character of the area. As the land is identified as in-bye land the proposals would also represent the direct loss of in-bye land. The harm identified would represent less than substantial harm for the purposes of the NPPF.

5.26 The NPPF advises that where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits.

Are there sufficient public benefits to outweigh the harm identified above?

- 5.27 I have identified adverse visual and landscape impacts. I have found also that this amounts to less than substantial harm to the World Heritage Site. Such harm requires special justification and I afford great weight to conserving the landscape and special qualities of the National Park.
- 5.28 The benefits of the proposals include the provision of a recreational facility that would support the local economy, neighbouring holiday accommodation sites and also provide an additional facility for the local community. The applicant has also outlined in their submission that the facility has been designed to be fully accessible for individuals with a variety of needs. Such a facility would also weigh in its favour.
- 5.29 In my view the benefits to the local economy and provision of tourism accommodation are insufficient to outweigh the identified harm.

Impact on amenity of neighbours

- 5.30 Policy 06 (Design and development) requires that development not have an unacceptable impact on the amenity of adjoining residents and users of the proposed development, due to visual intrusion, overlooking, overshadowing, overbearing effect, noise, light pollution or other adverse impacts.
- 5.31 The closest neighbouring dwelling is Howfoot to the west and directly adjoins the application site boundary. Within the site is a detached building which was approved in 2023 for conversion into a local needs dwelling (ref: 7/2022/3039). It is unclear whether this permission is extant. Although the applicant resides in Howfoot I must consider any impacts on the amenity of the dwelling and whether the use proposed would ensure adequate levels of amenity for any future occupants.
- 5.32 Howfoot is located 6m from the boundary of the application site, approximately 12m from the nearest part of the adventure golf course

and 18m from the padel courts. The proposed attraction would be an outdoor activity with participants completing the 18 hole course or using the padel courts. Given the nature of the use, its popularity inevitably would be determined by the time of day, weather and time of year (inside or outside of school holidays for example).

5.33 The proposed use would in my view result in a significant change to the character of the area, introducing potentially large numbers of participants into an outdoor space, a number of whom could be present into the evening. The activity and associated noise and comings and goings would result in an adverse impact on the amenity of the neighbouring properties.

5.34 In my view the proposals would fail to ensure a high standard of amenity for existing and future users and the development is unacceptable in terms of impact on amenity in conflict with the requirements of Local Plan Policy 06 and the NPPF.

Highways impacts

5.35 Policy 08 (Infrastructure and developer contributions) requires that development is adequately supported by infrastructure without prejudicing existing users.

5.36 Access to the site would be gained from Roe Head Lane, a dead-end road characterised by relatively narrow carriageway widths, limited overtaking opportunities, and a mix of users including private vehicles, service and agricultural traffic, pedestrians, and cyclists. Traffic levels in this area are known to fluctuate significantly on a seasonal basis, influenced by visitor demand associated with Ullswater and the wider Lake District.

5.37 The proposed use would result in an increase of traffic movements to and from the site. Whilst no traffic or trip data has been presented,

parking is shown for 39 cars which coupled with short term and transient nature of the activity taking place would result in a significant increase in vehicular movements along the lane, particularly during peak tourist periods when the lane is likely to be already busy.

5.38 The application has not been accompanied with a plan identifying visibility splays achievable from the access point with the highway, nor has a Transport Statement or supporting assessment been provided to quantify trip generation or assess the impact on the local highway network. In the absence of this information, I am unable to determine whether the additional traffic can be safely accommodated, particularly during peak seasonal conditions. This view is shared by the Local Highway Authority.

5.39 The proposed development would act as an attractor, resulting in increased vehicular movements to the site along a road that is narrow and already known to be popular to a range of users. In the absence of supporting information demonstrating otherwise the proposals are likely to result in an adverse impact on highway safety, contrary to Local Plan Policy 08.

Surface water

5.40 The application proposes new building, areas of parking and landscaped recreational spaces. Though in Flood Zone 1, the site is located immediately upstream of Flood Zones 2 and 3, and an unnamed ordinary watercourse runs along the northern boundary.

5.41 Policy 03 (Development and flooding) seeks to increase the resilience of the Lake District to all types of flood event. Amongst other things development proposals should demonstrate how surface water run-off will be discharged in accordance with the surface water hierarchy, including where practicable, Sustainable Drainage Systems (SUDS).

- 5.41 The application has not been accompanied by a surface water management plan, though the supporting information outlines that permeable surfaces and natural drainage swales will manage surface water sustainably.
- 5.42 In considering this information the Lead Local Flood Authority does not consider sufficient supporting information has been provided to confirm the feasibility of this approach. In particular, there has been no intrusive ground investigation or desk-based assessment of ground conditions, both of which are essential to establish whether infiltration is a viable drainage solution. Furthermore, there is a lack of clarity regarding the drainage strategy for key elements of the proposals, including the padel courts, car park or changing facilities.
- 5.43 Based on the submitted information I am unable to assess or conclude whether the surface water management approach would be acceptable. An unacceptable scheme would result in increased run-off from the site into the highway and down to areas of higher flood risk. In the absence of any information to the contrary a precautionary approach should be taken and the scheme has the potential to increase flood risk elsewhere, contrary to the requirements of Policy 03 and the NPPF.

Biodiversity Net Gain

- 5.44 The development proposed is subject to the legal requirement to demonstrate BNG. The application site is currently classed as modified grassland with a habitat unit of 2.96, hedgerow units of 1.1 and watercourse units of 0.18.
- 5.45 The submitted BNG does not outline any specific compensation measures however states the planting within the site comprising wildflower meadows, hedgerow and tree planting would be sufficient to achieve the required 10% gain.

- 5.46 Any grant of planning would be subject to the mandatory BNG condition, and a biodiversity net gain plan would need to be submitted and approved prior to the commencement of development. The proposals are capable of complying with the BNG requirements.

6 Conditions

- 6.1 Were the scheme to be found acceptable then conditions securing the use and a detailed design and landscaping scheme would be required.

7 Conclusion

- 7.1 I consider that the scale and nature of the proposals fails to find in-principle support from the development plan. In addition, the proposals result in an adverse visual and landscape impact, an adverse impact on the amenity of neighbours and fail to demonstrate an acceptable impact on highway conditions or flood risk.
- 7.2 The benefits of the proposals to the local economy and local community are acknowledged, however they do not outweigh these impacts, and therefore the development is contrary to the provisions of the Development Plan, in particular Lake District National Park Local Plan Policies 01, 02, 03, 05, 06, 07, 08 and 18 the provisions of the NPPF.

Recommendation: REFUSE

Conditions/Reasons

- 1 The application site is located on the edge of Pooley Bridge, in an open countryside location and within an undeveloped green field.

Local Plan Policies seek to ensure the level and type of development is

appropriate for different places, avoiding sporadic development in the open countryside.

The adventure golf course, padel courts and associated infrastructure would be of a scale and character which would be inappropriate for the location in which they are proposed. The proposals would fail to satisfy any of the requirements for development in the open countryside and would not meet any of the circumstances required for new tourism development in this location. Neither has not been demonstrated that the proposals would strengthen community viability and resilience, or sustain and enhance existing local service provision.

The benefits of the scheme to the local economy and limited contribution to local community facilities would not be sufficient to outweigh the impacts identified.

The proposals would result in unsustainable development in conflict with the aims of Policies 02 (Spatial strategy) and 18 (Sustainable tourism and holiday accommodation) of the Lake District National Park Local Plan 2020-2035 together with the aims of the NPPF.

2 The site is within an area of exceptionally high landscape value given its location in a National Park and World Heritage Site. The highest level of protection is given to the spectacular landscape of the National Park by development plan policies and the National Planning Policy Framework states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks which have the highest status of protection in relation to these issues.

The development and associated activity would have an adverse visual and landscape impact that would harm the undeveloped pastoral character and appearance of the area.

The development would result in loss of in-bye land and adversely impact on

the extraordinary beauty and agro-pastoral attributes of the English Lake District World Heritage Site.

The type, design and scale of development would fail to maintain local distinctiveness and sense of place and would not reinforce the importance of local character.

The benefits of the proposal including the provision of additional recreational facilities and support for the economy do not outweigh the identified harm.

The proposed development would be contrary to the requirements of Policies 01 (National and international significance of the Lake District), 02 (Spatial strategy), 05 (Protecting the spectacular landscape), 06 (Design and development) and 07 (Historic environment) and 18 (Sustainable tourism and holiday accommodation) of the Lake District National Park Local Plan 2020-2035 and the National Planning Policy Framework.

3 The proposed attraction would result in activity, noise and disturbance that would adversely impact on the amenities of the occupants of the dwellinghouse known as Howfoot, contrary to the requirements of Policy 06 (Design and development) of the Lake District National Park Local Plan 2020-2035 and the provisions of the National Planning Policy Framework.

4 The proposed development is likely to act as an attractor, resulting in increased vehicular movements to the site along a road that is narrow and already known to be popular to a range of users. In the absence of information demonstrating otherwise, the proposals are likely to result in an adverse impact on highway safety, contrary to the requirements of Policy 08 (Infrastructure and developer contributions) of the Lake District National Park Local Plan 2020-2035.

5 Insufficient information has been presented to demonstrate that surface water run-off from the site would not have an adverse impact on local highway conditions or areas at higher risk of flooding below the site. In the absence of

information to demonstrate otherwise the proposals have the potential to increase flood risk contrary to the requirements of Policy 03 (Development and Flooding) of the Lake District National Park Local Plan 2020-2035 and the National Planning Policy Framework.

Background papers

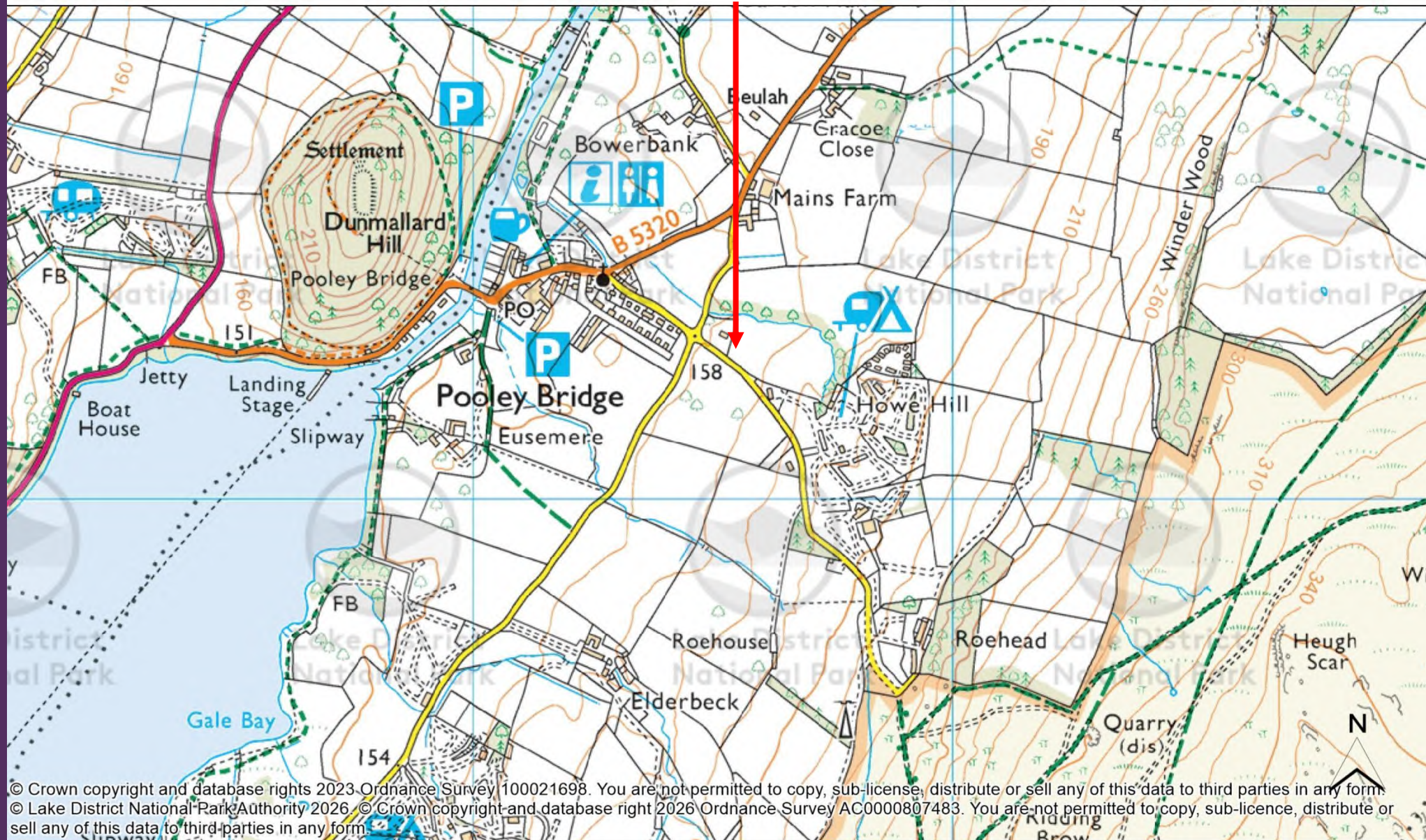
Background papers are available for inspection on the planning application file unless otherwise specified on that file as confidential by reasons of financial/personal circumstances in accordance with the Local Government (Access to Information) Act 1985.

7/2026/3042

Howfoot, Pooley Bridge, Penrith, CA10 2NQ

18 hole outdoor adventure golf course, two padel courts with associated disabled changing/WC facility, reception building and parking

Site

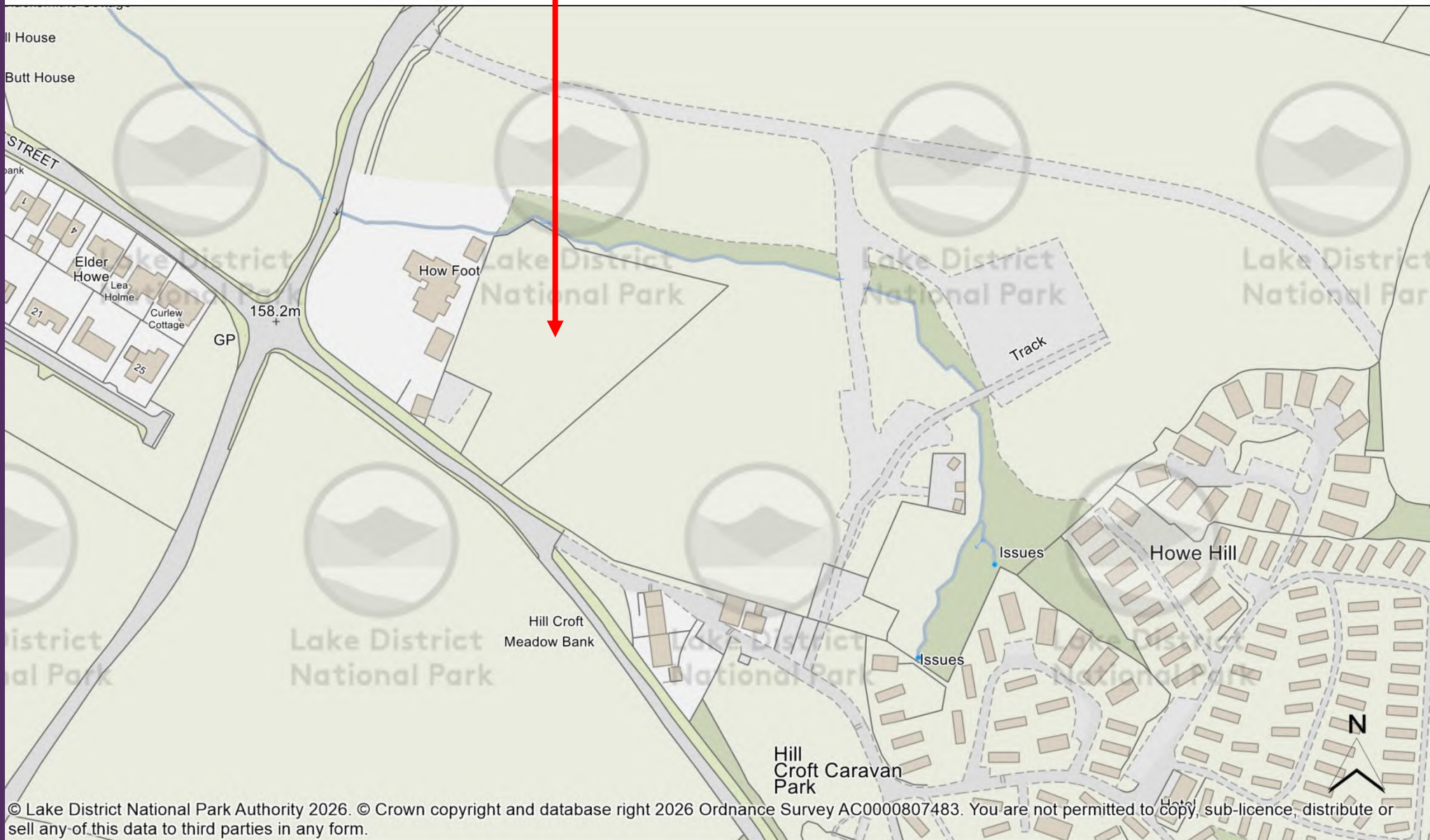


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Site



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Lake District
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Revisions:

Client:-
HOWFOOT LEISURE
LTD, ROE HEAD LANE,
POOLEY BRIDGE
CA10 2NG

Project:-
HOWFOOT
ADVENTURE GOLF
PEDAL & RECEPTION
BUILDING

Drawing Title:-
Existing & Proposed:
EAST
ELEVATIONS

Scale : 1:200 @ A1

Date : 03/2026

Drawn : InHaus

Issue :

Dwg No: HL/ 302



As Existing EAST ELEVATION



As Proposed EAST ELEVATION





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Revisions:

Client:-
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LTD, ROE HEAD LANE,
POOLEY BRIDGE
CA10 2NG

Project:-
HOWFOOT
ADVENTURE GOLF
PEDAL & RECEPTION
BUILDING

Drawing Title:-
Existing & Proposed:
SOUTH
ELEVATIONS

Scale : 1:200 @ A1

Date : 03/2026

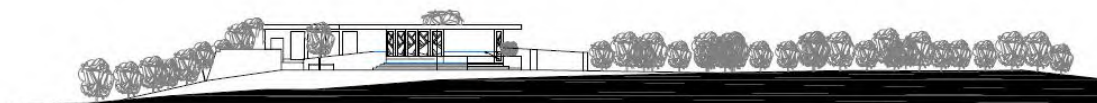
Drawn : InHaus

Issue :

Dwg No: HL/ 301



As Existing: SOUTH ELEVATION



As Proposed: SOUTH ELEVATION





Howfoot Leisure - Adventure Golf - EXTERIOR VIEWS 1

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