MATTERDALE PARISH NEIGHBOURHOOD PLAN

SUBMISSION DRAFT NEIGHBOURHOOD PLAN PROPOSAL

Town and Country Planning Act 1990

This document is prepared for the purposes of Part 5 paragraph 15 of the

Neighbourhood Planning (General) Regulations 2012

The Lake District National Park Authority will publicise this plan proposal in accordance with paragraph 16 of the regulation.

Glossary

Core Strategy

The Lake District National Park Core Strategy – this sets out the strategic planning policies for the National park.

Cluster Community

This is defined within policy CS02 of the LDNPA Core Strategy and copied in the final section of this document.

Housing SPD

Housing Supplementary Planning Document - Non statutory guidance to help explain the implementation of the Housing Policies within the National Park.

LDNPA

Lake District National Park Authority

Local Connection

A Local Connection for the whole of the Park is defined as follows (taken from the LDNPA Housing SPD). This definition may be updated through the LDNPAs Supplementary Planning Document on Housing:

Definition of Local Connection

To be eligible to occupy a house provided for either local need or local affordable need, the future occupant must satisfy one of the following criterions

- *The person is continuously resident in the Locality defined for three years immediately prior to occupation; or*
- *The person has been in continuous employment in the Locality defined for at least the last 6 months and for a minimum of 16 hours per week immediately prior to occupation; or*
- *The person is a former resident who wishes to return to the Locality defined having completed a post-secondary (tertiary) education course within 12 months prior to occupation and who immediately prior to attending the course lived in the locality defined for at least three years; or*

- *The person is currently in prison, in hospital or similar accommodation whose location is beyond their control, and immediately before moving to this type of accommodation lived in the Locality defined for at least three years; or*
- *The person needs to live in the Locality defined because they need substantial care from a relative who lives in the Locality defined, or because they need to provide substantial care to a relative who lives in the Locality defined. Substantial care means that identified as required by a medical doctor or relevant statutory support agency; or*
- *The person is a person who –*

  (a) Is serving in the regular forces or who has served in the regular forces within five years of the date of their application for an allocation of housing under Part 6 of the 1996 Act;

  (b) Has recently ceased, or will cease to be entitled, to reside in accommodation provided by the Ministry of Defence following the death of that person's spouse or civil partner where:

  (i) The spouse or civil partner has served in the regular forces; and

  (ii) Their death was attributable (wholly or partly) to that service; or

  (c) Is serving or has served in the reserve forces and who is suffering from a serious injury, illness or disability which is attributable (wholly or partly) to that service

  And, housing for local affordable need is also restricted to:

  - *those who do not have available to them and could not afford to acquire or rent a home suitable to their needs at normal market prices or rents prevailing in the locality, and*
  - *Needs to move from accommodation which is shared, temporary, overcrowded or has significant hazards, as defined by the Housing Act 2004 (Housing Health and Safety Rating System), or*
  - *Needs to be housed as a result of leaving tied accommodation, or*
  - *Is an older person or disabled and needs to move to more suitable accommodation due to medical conditions; or*
  - *The person is a former resident who lived in the Locality defined for three years and then lived outside the Locality defined for social and/or economic reasons and is returning to live in the Locality defined within three years of the date of their departure.*

s106
Section 106 agreements are legal agreements that bind the landowners of sites, regardless if they are subsequently bought and sold, to perform certain obligations such as provision of affordable housing or payments for certain parts of a scheme.

MNP
Matterdale Neighbourhood Plan

MPC
Matterdale Parish Council

NPPF
National Planning Policy Framework http://planningguidance.planningportal.gov.uk/blog/policy/

NPPG
National Planning Practice Guidance http://planningguidance.planningportal.gov.uk/

Introduction

1. As part of the government's "Big Society" agenda, local communities are being given the opportunity to develop their own local Neighbourhood Plan covering land use planning matters. Matterdale Parish Council has decided to develop such a plan and this consultation document is part of this process. Ultimately, after completing its various stages of drafting, the plan will be put to a local Referendum which will determine whether or not the plan is implemented.

Vision

2. We aim to enable development to support and maintain Matterdale Parish as a sustainable and vibrant community whilst protecting its distinctive character and landscape as a dispersed settlement. We will accomplish this by enhancing the existing planning policies within the 2010 Lake District Core Strategy/Local Plan with additional policies aimed at:

    - Allowing limited but necessary new housing for local people
    - Supporting the provision of affordable housing where possible
    - Respecting the existing dispersed pattern of development
    - Supporting working people to live in the parish
    - Supporting new micro businesses
    - Protecting and enhancing the landscape and cultural heritage
    - Supporting the provision of communications technology
    - Supporting new or improved facilities for visitors

Consultation so far and going forward

3. The Parish Council set up a working party comprising members of the Parish Council and other members of the community with terms of reference aimed at developing a Neighbourhood Plan for the Parish Council to consider. The working party was chaired by Michael Toulmin, who is not a member of the Parish Council. The working party was assisted by Tom Woof MRTPI of H&H Land and Property who provided technical advice on the drafting of the plan.

4. An Initial Questionnaire and Issues Paper was prepared which was delivered to all 331 electors in the parish in June 2014. This document is available as a background document

on the H&H Website (www.hhland.co.uk/planning). The feedback received (some 104 responses or 32%) was used to refine the policy ideas which were put forward in the Pre-submission version of this document.

5. Two public meetings were also held at which the results of the consultation was presented back to electors attending and a variety of the issues could be discussed. The National Park Authority was also consulted in this period and its response was very helpful in refining the policies.

6. The Pre-Submission version of the Neighbourhood Plan was subject to a statutory 6 week consultation period and the results of that are published in the Consultation Statement.

7. This document is now proposed as the Submission Draft Neighbourhood Plan and is subject to a further formal 6 week consultation period once it has been submitted to LDNPA. .

8. Once it has been published for 6 weeks, the Park Authority then asks for an independent examiner to check it meets the 'Basic Conditions' of encouraging sustainable development, deliverability, taking account of national guidance and being in 'general conformity with the strategic policies of the area'.

9. If the plan passes its examination it will go forward to a local referendum, hopefully in May 2015. If it is endorsed by the referendum, it will become Statutory Planning Policy and have equal weight in planning decisions with the other policies of the National Park.

Neighbourhood Plan

10. A Neighbourhood Plan should have a time period in which it applies. It is suggested that this period be up to 2030. Although this date is beyond the period of the current Core Strategy (up to 2025) a fifteen year period will allow the policies of the Neighbourhood Plan sufficient time to be implemented carefully without undue haste and allow the overall Strategy of the Park to continue, at least within Matterdale Parish beyond 2025.

Themes for the Neighbourhood Plan

11. Neighbourhood plans can only be concerned with land use planning matters. The themes considered appropriate for this Neighbourhood Plan are:

    - Housing including housing to support enterprises
    - Employment

- Caravan Parks
- Heritage and Environment

Strategic Context

12. Matterdale Parish is comprised of two wards, Matterdale and Watermillock. It lies within the Lake District National Park and as such it is part of a nationally important landscape which is to be protected and conserved. It is also recognised that development required for enabling the enjoyment and appreciation of the landscape together with the wellbeing of the communities who live there must be permitted within an overall strategic context.

13. There are 336 electors in Matterdale Parish (17th February 2014 Register of Electors) There is a high proportion of second homes, holiday and, increasingly, residential caravans. It is estimated that the resident population in high tourist season in increased tenfold or more

14. The LDNPA Core Strategy identifies a number of distinctive areas within the whole of the National Park. Matterdale Parish falls within the East Distinctive area and borders with the North Distinctive Area and the South East Distinctyive Area (albeit separated by Ullswater). The map overleaf shows how Matterdale Parish fits with these areas and more generally with the strategic context in the Core Strategy.

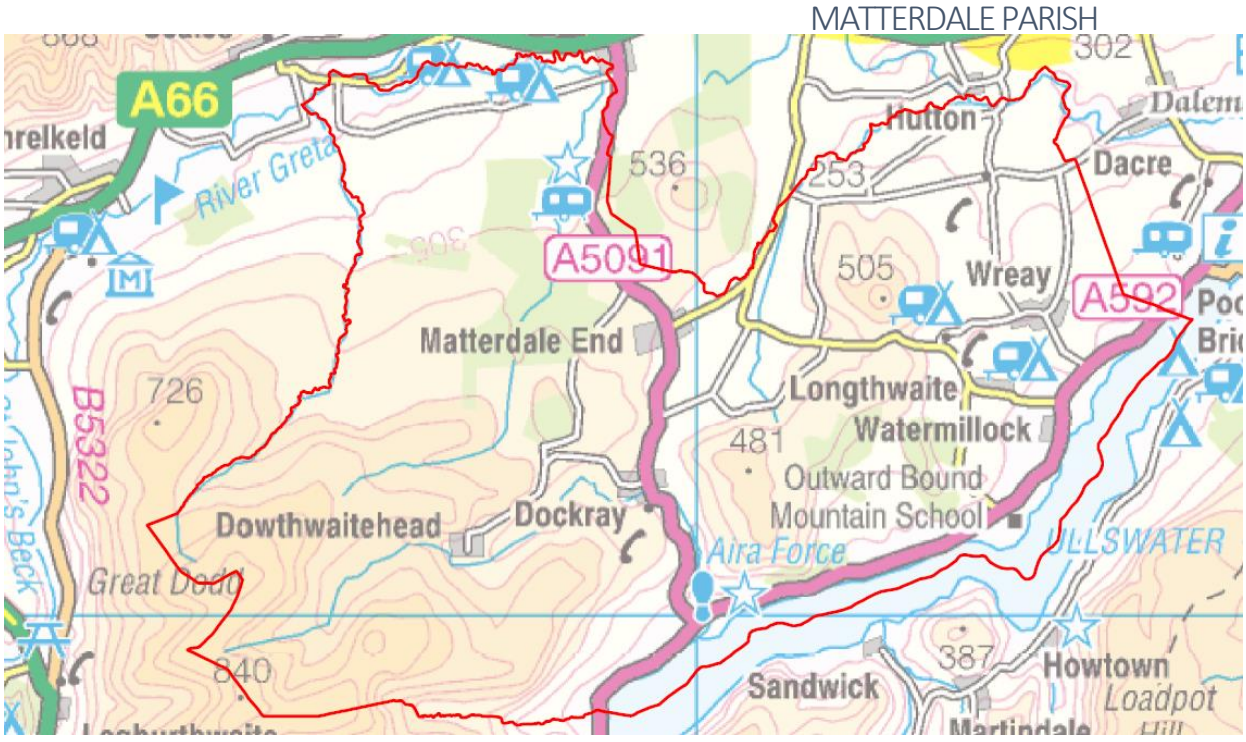
15. It is apparent that despite being a relatively large parish within the National Park covering some 6539ha and 483 people, a characteristic of Matterdale Parish is that it does not have a strategic importance assigned to it by the LDNPA Core Strategy/Local Plan –Part One.

16. The LDNPA Core Strategy establishes a settlement hierarchy of:

    1. Rural Service Centres (such as Keswick, Ambleside, Glenridding/Patterdale) and
    2. Villages (such as Bampton, Pooley Bridge, Askham) and
    3. Cluster Communities. Cluster communities are defined as:
        - Smaller settlements/hamlets which are adjacent to and are easily accessible to the services provided by a Rural Service Centre or Village, or to the services in settlements outside the National Park by sustainable forms of public transport, walking or cycling, or
        - Smaller settlements/hamlets which individually, or as a group, are adjacent to and within walking and cycling distance of each other, provide local service provision, employment opportunities and sustainable transport connections.

17. Having a dispersed development pattern has put Matterdale unfairly at odds with recent models of spatial planning and has resulted in it falling to the lowest level of the settlement hierarchy as 'open countryside'. Matterdale (which is currently not considered a settlement at all - unless a Cluster Community is defined) falls in the lowest category within the strategic settlement hierarchy and new building is only considered acceptable in limited circumstances.

18. However, the special qualities of Matterdale Parish are such that these circumstances do not need to be considered exceptional. These qualities include the dispersed nature of the community, which would otherwise suggest that all parts of the Parish are potentially 'isolated' and therefore prevented from benefiting from any development except of the most exceptional kind. However, the community in Matterdale considers that the relative isolation of the parish from facilities and services and the subsequent reliance on the private car are simply a defining characteristic of the parish and not a reason to prevent development in a blanket way. Sustainable development within Matterdale is defined more in terms of energy efficiency of the development, the beneficial economic impact on the community, the social and cultural impact of the development and the environmental impact not focussed solely on the transport issues that arise, particularly in the case of a single dwellinghouse.



Policies

Housing

19. The Lake District Core Strategy only allows new housing (including conversions) which will "contribute towards:

    1. meeting an identified local need or
    2. local affordable need with priority given to the delivery of affordable housing, and where they:
        - help to redress the imbalances in the local housing market; and
        - are secured in perpetuity for the purpose it was originally intended through the use of appropriate planning controls."

20. In practice this means that all newly permitted housing will be restricted in terms of its occupancy to either those households with a 'local connection' to the Lake District National Park or those with both a 'local connection' and who are in 'housing need'. Please see the glossary for definitions of these terms. These two forms of housing are referred to as "local need" and "local affordable need" housing.

Quantity of Housing

21. The Core Strategy for the Lake District National Park East Distinctive Area provides for about 63 dwellings up to 2025 or 7% of the total. It identifies five settlement centres, Glenridding (population 550), Pooley Bridge (240), Penruddock (440 – but only half within the LDNP), Askham (355) and Bampton (375 – includes Martindale Parish). It would be reasonable to suggest that Matterdale (being the second most populous parish in the area) is a 6th area where limited development should occur despite its relative isolation from services and facilities and reliance on the private car. This would allow, say, 10 dwellings in Matterdale, but after allowing for an increase in housing supply as required by the NPPF 47 and the requirements for neighbourhood planning to be pro-development, a figure of say 15 dwellings to 2025 would seem a reasonable position to take which would not undermine the overall strategy of the Park. This would equate to about 1 or 2 per year on the basis that the plan will not be adopted until mid 2015 and the first permission is likely in 2016.

MNP1 - Housing Provision

The Neighbourhood Plan will generally allow an average of 1 or 2 new dwellings per year within Matterdale Parish subject to the overall figure not being more than 25 dwellings up to 2030 unless there is clear evidence of housing need.

It is recognised however, that a higher annual figure may come forward and be permitted in the early years of the adoption of this policy as the latent demand for housing in Matterdale is met.

Type of Housing

22. The Lake District Core Strategy says that "local affordable need" housing is only required where the site is allocated in the Local Plan for Housing (there are no allocated sites in Matterdale) or if four or more dwellings are proposed on one site. Neither of these circumstances are likely to apply to Matterdale. Therefore it is difficult to see how any Affordable Local Needs Housing will be provided by current policy in Matterdale.

23. The Strategic Policies also say that development on unallocated sites (ie windfall sites in Matterdale) will be provided as Local Needs Housing in which the occupancy of the dwelling is restricted to those whose household includes someone who has a Local Connection. See Glossary for definition of Local Connection.

24. In addition to these Strategic Policies, the Parish Council considers that it should be simpler for older people to adapt, extend or convert ancillary housing to meet the needs of older age including providing housing for carers.

25. Therefore, the following proposed policies in this draft Neighbourhood Plan which seek to deliver housing will set out the circumstances where housing of these types will be permitted, with an emphasis on ways that should ensure the delivery of affordable housing within the overall plan.

Delivery of Housing

Local Needs Housing

26. In order to reduce the visual impact on the spectacular landscape and conserve the heritage of the area Local Connection Housing can delivered through sensitive development that leads to at least one of the criteria below:

    • the reuse of redundant agricultural buildings

    • reinstatement of former dwellings

    • conversion of traditional agricultural buildings

    • subdivision of existing dwellings

MNP2 - Local Needs Housing (Conversions, Reinstatement and Subdivisions)

Local Needs Housing will be permitted where it meets any (or some) of the criteria in list A and all of the criteria in list B:

List A

1. **The reinstatement of a former dwelling including ruins**
2. **The conversion of existing traditional (pre 1947) buildings**
3. **The reuse of redundant traditional (pre 1947) buildings**
4. **The subdivision of existing dwellings**

List B

1. **The proposal including any access tracks will not have a significant unacceptable impact on the landscape or visual amenity of the area**
2. **All normal site planning requirements are met**
3. **The renewable energy requirement of CS16 is increased to 50% provided, where necessary, through rebuilding/redesign in energy efficient methods rather than preserving inefficient building techniques. This may involve demolition and rebuild.**
4. **The design is of high quality and sensitive to the cultural and environmental context of the site and the size of the dwelling is a consequence of the design process**

New Build Local Needs and Affordable Housing

27. It is not considered that any of the above methods will be suitable for the delivery of affordable housing because the costs of construction/conversion will preclude affordable housing. It is also not considered that grant funding will be readily available for small scale affordable housing developments of the size that may be acceptable in the Parish. The Registered Providers of affordable housing, who are eligible for grant aid, are not able to justify grant aid for developments below a size of about 6 - 10 units due to issues of economies of scale of delivery and maintenance and management. The initial consultation process attempted to identify a site where there may be scope for a local community delivered affordable housing scheme to put forward in this plan. However, no such site has been identified so far.

28. Another method for the delivery of affordable local needs housing could be through a process known as 'coat-tailing' whereby the development of a non-affordable (or local need) dwelling cross-subsidises the development of an affordable dwelling. In order to comply with relevant sections of the National Planning Policy Framework (NPPF 54, 173) careful consideration will need to be given to the thresholds and definitions of both the 'non-affordable' and affordable elements of such proposals. To allow this to work, it is likely that the size of the non-affordable dwelling will need to be reasonably significant to enable it to bear the cost of providing an affordable dwelling too.

MNP3 - Affordable Local Needs Housing (New Build)

New build local needs houses may be permitted only where :

1. **an equivalent number of Affordable Local Needs houses are delivered as part of the proposal (secured through a s106 undertaking) and provided all the following criteria are met:**
   - **The sites for both the Local Needs and Affordable Local Needs dwellings are acceptable to the Parish Council**
   - **A financial appraisal of the proposal shows it is viable within the terms of paragraph 173 of the NPPF providing a site value for the Local Needs dwelling of £150,000 and £20,000 for the Affordable Local Needs Dwelling (index linked) is used**
   - **All other site planning requirements are met**

Or

2. **The proposed dwelling meets all the following criteria:**
   - **limited to 125m2 internal floorspace**

- **is on the site of an existing building or forms an infilling or rounding off of an existing group of buildings**
- **is within close proximity to other housing**

Or

3. **Is within a 'cluster community' as defined within the LDNPA Core Strategy/Local Plan**

Housing for employees associated with established businesses

29. Housing of this type is not dealt with in the Core Strategy. It is not considered that such housing, which is often for young, single people, or those who have not formed strong local connections is appropriate to be counted as part of the Housing Provision for Local Needs or Affordable Local Needs.

30. There is need for this type of housing which is particular in its design and restrictions if the tourist and agricultural sectors are to prosper, particularly with the advent of the proposed World Heritage Site Status for the Park as a whole. For example, the two major employers in the parish account for well over 100 employees of whom around 86% commute into the parish for work. A policy which allows this type of housing connected to the tourist or agricultural sectors and subject to a number of design and occupancy restrictions would clarify and encourage the Park's ability to support tourism in Matterdale.

MNP4 - Housing for Employees

Housing comprising hostel accommodation or 1 bedroom units will be permitted where the following criteria are met:

- **It is necessary for the sustainability or expansion of an established business, and;**
- **The occupation of the housing is restricted to those people employed in the relevant business, and;**
- **All other site planning criteria are met.**

Housing on Farms

31. The provision of housing on farms that is connected with an established farm enterprise is a successful policy developed in Upper Eden as part of its Neighbourhood Plan. This policy is aimed at helping secure the future of family owned farms particularly where a generational transition is required. It would allow an additional 'farm house' where needed to allow one generation to retire on the farm and allow the next generation to take on the farm business. The use given to the additional farm house is flexible to allow it also to be used for holiday letting, local needs renting or other farm workers when the generational transition is not occurring and; in default of these uses, it would be restricted to affordable local needs. This policy is not intended to allow multiple application for additional housing on farms.

MNP5 - Housing on Farms

Family owned established Farm Enterprises or Rural Businesses may have an additional dwelling that can be used by family members, holiday letting or renting to local people or workers. Applications for an additional house must be accompanied by justification for at least one of these forms of occupation. In addition it will be subject to a section 106 agreement which specifically restricts the occupation of the dwelling to the flexible forms of occupation that the policy intends together with a provision that in the event that the property is not used as part of the farm or rural business enterprise it shall only be occupied as affordable housing.

In the case of farm enterprises operating from a tenant farm who need to manage a generational transition and build a property which they will own, the new dwelling need not be tied to the main farm holding but would become an agricultural workers dwelling after the tenancy has expired.

The siting and design of such new housing will need careful consideration to allow both the flexibility that policy intends and also to ensure that there is no unacceptable impact upon the visual or landscape amenity of the area. The reuse of an existing building or a plot near the existing farmyard may prove an acceptable site.

Employment

32. Development opportunities may exist which will have regard to the strategic policies of the National Park Authority and bring well paid work into the Parish. Such development should be treated sympathetically.

Broadband

33. The provision of a fit-for-purpose broadband network is critical to underpinning economic and social sustainability in Matterdale Parish. While neighbourhood planning will not facilitate the delivery of such a system by telecommunications operators, the planning system should not hinder the installation of intermediate technology by individuals or community owned providers where such installations are necessary for good service delivery.

MNP6 – Broadband

The installation of dishes, masts, cabinets and associated equipment necessary for the delivery of a broadband services will be permitted where:

- **it will assist in the delivery of a community or individually owned network, and;**
- **it will not cause a significant impact on the landscape or visual amenity of the area or where in that case of a significant impact, the permission is strictly time limited to five years**

Micro businesses and live-work

34. Help for small businesses to start up and grow in the parish will help diversify the local economy and increase wage levels locally. The planning regime locally should help such businesses wherever possible. Micro businesses are considered so if the work space involved is below 150m2.

MNP7 - Micro business and live work support

In addition to the support given in CS02, development proposals in the open countryside, including new build, which support or result in facilities for micro businesses such as starter units, business hubs, or home office facilities will be supported. The reuse of redundant traditional buildings for business use in association with a local needs housing development (as set out in MNP2) as a live-work proposal are particularly supported.

Holiday Parks

35. Matterdale Parish is well served by holiday parks, hotels and pubs. The provision of Holiday Parks is concentrated within the eastern part of the parish particularly around the Lake, where there are views of Ullswater. There is also a marina and a new ferry pier planned together with the new lake front walk from Glenridding.

36. It is considered that the number of holiday parks and caravans within them has reached its natural limit in the area of Matterdale Parish close to Ullswater. Any further expansion of these facilities risks undermining the special qualities of the Lake District and those qualities that make this part of Matterdale Parish locally distinctive.

37. However, it is also recognised that holiday parks bring additional benefits to the local economy and so the provision of further holiday parks could be considered acceptable, subject to suitable screening and planting.

MNP8 - Holiday Parks

New holiday parks and/or the physical extension to existing holiday parks will only be permitted provided there is no unacceptable impact on the 'Special Qualities' of the area, and no unacceptable harm will be caused to the visual amenities or character of the area. Where general landscaping and/or screen planting is required, planning obligations will ensure the requirement is in place and effective before any caravans may be sited.

The siting of new static caravans must not harm the internal amenity of the site (for example the loss of important recreational areas or open spaces) or result in a reduction in the effectiveness of landscaping/screening.

Holiday park development will only be permitted provided that there is no unacceptable impact on the local road network (such as significant increase in traffic levels) nor any unacceptable impact caused by light pollution.

The change of use from caravans for holiday use to permanent homes will not be permitted. The inclusion of new permanent homes within holiday parks will not be permitted except where, for example, an essential need for a full time employee can be evidenced.

Heritage and Environment

38. Matterdale is an unusual parish within the wider North Cumbria area because it has no cohesive settlement centre. This has arisen as the original parishes of Matterdale and Watermillock were manors and chapelries of Greystoke and as such were purely agricultural with saeters and vaccaries (upland grazing and summer housing) for Greystoke. Settlement came by the formation of individual farms, originally set on the 900ft contour at Ulcat Row. The clusters of settlements at Dockray. Matterdale End and Troutbeck came later there being no central cluster in Watermillock. This is evidenced by the positioning of the churches and schools in the centres of the area and isolated from other settlements. The original pattern consisted of small farms with small areas of inbye for arable and winter usage with use of the commons for sheep and this pattern of distribution of buildings continues to the present day and is an important feature of the parish though many of the original buildings have been developed and usage has changed. Originally the only access to Matterdale was from Greystoke, at which there was a market, as the track from Dockray to Ullswater passed through Greystoke property starting at Park Gate. The cluster of settlement at Troutbeck started when the railway was built in the 1860s and the cluster at Dockray resulted from the location of the Inn which was also a changing point for horses for coaches. This isolated settlement pattern continued when the lead mines were opened as the miners' wives and families ran small holdings to supplement the miners' wages. This pattern is one of the features of Matterdale which gives it its special identity.

MNP9 - Environment

The conservation and enhancement of the special qualities of the Lake District and the special qualities of Matterdale in particular will be expected in all development proposals.

MNP10 - Heritage

Development that has a detrimental effect on designated heritage assets (conservation areas, listed buildings and scheduled ancient monuments) will be refused.

General

39. Despite the most rigorous plan preparation there will inevitably be circumstances that arise which are not accounted for in the policies. On such occasions the parish may be grateful for a policy which allows its view to be given greater weight than would otherwise be the case. However, it may place additional burdens on the parish Councillors to consider more applications than at present. Pre-application discussions with the Parish Council will be helpful in overcoming any site specific issues.

MNP11 - Parish consultations

Where the Parish Council writes to the Park Authority citing this policy in support or in opposition to a particular proposal and citing material planning considerations supported by evidence rather than solely assertion, those matters should be given significant additional weight by the decision maker in any balancing exercise to be undertaken.

Core Strategy Policies

40. The following section contains copies of the policies within the Lake District Core Strategy which are considered to form the Strategic Framework of policies that fall to be considered for Matterdale. These policies are not to be set aside by the introduction of a Matterdale Neighbourhood Plan which remain in force. Rather the policies of the Neighbourhood Plan are to be considered alongside these Core Strategy policies in the determination of any planning application within Matterdale.

41. The Neighbourhood Plan policies can only become adopted if they are in 'general conformity with the strategic policies of the area'. This phrase is deliberately chosen in order to give a degree of flexibility for Neighbourhood Plans to adopt different approaches to development provided they do not undermine the overall strategy for planning within the Park.

42. The NPPF paragraph 187 says where adopted policies of the Neighbourhood Plan are in conflict with an existing policy, the neighbourhood plan, because it is the most recent, must take precedence.

43. Therefore it can be seen that the relationship between the policies of a neighbourhood plan and the strategic policies of a planning authority is potentially quite complicated. However, as the Matterdale Neighbourhood Plan policies are only concerned with development of small numbers of housing or development that must meet the requirements of the policy framework overall, it is considered that the policies set out in this consultation document are in general conformity with the strategic framework for the Park as a whole.

Policy CS01: National significance and distinctive nature of the Lake District

We will recognise the national significance and unique character of the Lake District National Park.

We will only support development proposals which:

- **are consistent with National Park purposes and duty; and**
- **conserve and enhance the special qualities of the Lake District National Park.**

If it appears that there is a conflict between National Park purposes, we shall attach greater weight to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the Lake District National Park.

We will work with others to influence their plans, strategies and proposals to ensure that development outside the Lake District National Park does not damage its setting, or otherwise prejudice the achievement of National Park purposes.

Policy CS02: Achieving vibrant and sustainable settlements

We aim to enable development to support and maintain the vibrancy and sustainability of settlements, regenerate areas of need and reinforce the distinctiveness of place.

Development should be of a scale and nature appropriate to the character and function of the location in which it is proposed and:

1 contribute towards meeting the needs of the local community, or
2 bring benefit to the local community, or
3 deliver sustainable tourism.

The distribution of development will reflect the different roles of settlements and conserve the integrity of the traditional settlement pattern. We define these as rural service centres, villages and cluster communities. We define areas outside these settlements as open countryside.

The level of development will be proportionate to the size and population of the settlement and to the capacity of the settlement to accommodate further development.

Rural service centres	The role of rural service centres is to: • demonstrate strong linkages with its wider hinterland • reinforce community cohesion, and sense of identity • provide the basis for self sufficiency to live and work, minimising the need to travel • provide or have access to a range of basic services • provide local employment opportunities • provide a range of housing types and tenures • act as a transport hub for the area by enabling access to a range of transport types such as rail, bus, boat, cycling and walking • enable public transport provision and linkages with other towns and villages inside and outside the National Park At least 50% of development will be facilitated in rural service centres. Development will: • reinforce or enhance the rural service centre's role, as far as capacity allows, and consolidate the range of local services needed for both the centre and its wider hinterland, and • reflect the settlement's physical ability to evolve over time. We will deliver development through the allocation of development sites, individual development opportunities and through the use of exceptions sites for affordable housing.
Villages	The role of villages will be to: • provide a smaller range of services and facilities, and • demonstrate strong linkages with rural service centres and other settlements, and • provide a small level of development that maintains or enhances existing provision for local needs We anticipate approximately 20% of development will be facilitated in villages. Development will: • strengthen community viability, and • maintain existing local service provision, and • utilise, where possible, previously developed land and buildings, and We will deliver development through individual development opportunities. Where the identified housing need is proportionately high, we may allocate sites and use exception sites for affordable housing.
Cluster communities	Cluster communities are defined as: • Smaller settlements/hamlets which are adjacent to and are easily accessible to the services provided by a Rural service centre or Village, or to the services in settlements outside the National Park by sustainable forms of public transport, walking or cycling, or • Smaller settlements/hamlets which individually, or as a group which are adjacent to and within walking and cycling distance of each other, provide local service provision, employment opportunities and sustainable transport connections. No more than 30% of development will be facilitated in Cluster communities and the Open Countryside. Only limited small-scale development to meet local needs will be acceptable where it will: • reinforce the distinctive settlement pattern of the area, and • demonstrate an efficient use of previously developed land, buildings and domestic gardens, or • helps sustain an existing business. Where the identified housing need is proportionately high, we may consider exceptions sites for affordable housing.
Open countryside	Exceptionally, we will only support development in the open countryside where it demonstrates: • an essential need for a rural location, or • it will help to sustain an existing business, including farm diversification schemes, or • it provides for a proven and essential housing need, or • an appropriate reuse, redevelopment or extension of an existing building.

We will monitor the amount of development coming forward in rural service centres and villages through the indicators in the Monitoring Framework. We will assess development levels in the Annual Monitoring Report so we can amend these proportions to respond to changing circumstances.

Policy CS03: Settlement form

We want rural service centres, villages and cluster communities to have the flexibility to evolve appropriately over time. Development of these settlements should satisfy the following criteria. It should:

- be within or relate well to the form of the settlement, to existing buildings within the settlement, and to utility and community infrastructure; and
- protect, maintain or enhance the local distinctiveness, character and landscape setting of the settlement;

In the interests of the character and setting of the settlements, development should not:

- result in the loss of green infrastructure or natural features which form an important relationship with existing buildings or provide a valuable local amenity; or
- exacerbate the adverse effects of ribbon development; or
- result in further adverse effects of areas of sporadic development in otherwise open countryside; or
- result in settlements joining together.

Where settlements experience greater pressures, a development boundary will be delineated in a Development Plan Document (DPD). We will restrict development of these settlements within the development boundaries in the Development Plan Document. Only in exceptional circumstances will development be permitted outside their boundaries.

Policy CS04: North Distinctive Area

Approximately 25% of all development will take place in the North Distinctive Area.

We have identified Keswick and Caldbeck as rural service centres.

We recognise Low/High Lorton, Embleton, Bassenthwaite, Threlkeld, Braithwaite, Portinscale, and Rosthwaite/Stonethwaite as villages.

In rural service centres we will:

- give priority to providing local affordable housing to help redress the housing imbalance, particularly in Keswick where there is a shortage of social rented houses. The focus will be on allocating sites in Keswick and Caldbeck to provide the mix of housing types and tenures appropriate to meeting the identified community needs,
- seek to continue to allocate the Pencil Factory site at Keswick as our main employment site in this area and promote its development for employment use. We will seek to allocate additional sites at Keswick and Caldbeck to satisfy further demand, while recognising cross boundary links to sites in Cockermouth, Workington, Maryport and Carlisle,
- protect the vitality of Keswick's shopping area and identify a Central Shopping Area on the Proposals Map, and
- seek to develop opportunities for sustainable tourism focussed on Keswick and Caldbeck, where they enable the economic and physical regeneration of an area, or diversify the local economy. In doing so, we will recognise Keswick's role as a centre for outdoor recreation and a 'first-stop' for visitors, and
- support initiatives that reduce visitor car-based travel between Keswick and the surrounding attractions of Whinlatter Forest Park, Bassenthwaite, Honister Slate Mines and the valleys of Borrowdale, Buttermere and Loweswater.

In villages we will:

- encourage small scale housing development in Low/High Lorton, Embleton, Bassenthwaite, Threlkeld, Braithwaite, Portinscale, and Rosthwaite/Stonethwaite to meet their identified housing needs, and
- support the provision of children's play areas in Braithwaite, Portinscale, Embleton, Bassenthwaite and Rosthwaite/Stonethwaite, and
- seek to continue to allocate the site at the former mines, Threlkeld for employment use, and additional proposals for small scale employment uses will be supported within or well related to the villages of Low / High Lorton, Embleton, Bassenthwaite, and Braithwaite, Rosthwaite and Threlkeld. Larger scale proposals may be considered favourably at Portinscale given its close connections to Keswick.

In cluster communities and the open countryside we will:

- provide for meeting identified housing needs, and
- support small scale proposals to diversify the rural economy, in particular farm diversification schemes.

We will use the Lake District Landscape Character Assessment to guide management of development and land use change. We will strengthen the landscape character of the North by:

- conserving and enhancing the diverse patchwork of habitats especially water, moorland, woodland, gill and bog,
- conserving and enhancing the historic landscape including historic route-ways, the distinctive pattern of field boundaries and walled enclosures, character of the vernacular built environment, and industrial archaeology,
- protecting the skyline and views into and out of the area
- improving water quality in the north west catchments, and
- enhancing the sense of remoteness and tranquillity of the upland mountain massifs and less frequented fells north of Skiddaw and Blencathra.

We will support initiatives that reduce the need to travel, and strengthen the sustainable transport links between settlements in the North area with Carlisle, Cockermouth, Workington and Whitehaven. We will work with partners to protect the redundant Keswick to Penrith railway line from development that would compromise its future use as a sustainable transport route. We will seek to strengthen Derwentwater's role for enabling people, particularly visitors, to travel more sustainably, by boat. We will support initiatives that reduce non-essential travel, especially by car-based visitors, over Dunmail Raise between the North and Central/South East areas. We will encourage more utility and recreational cycling including completion of the Keswick to Kendal cycle route and development of the Thirlmere cycle way. We will work with others to improve public transport and community transport services across the North Distinctive Area.

Policy CS05: East Distinctive Area

We anticipate that approximately 7% of all development will take place in the East Distinctive Area.

We have identified Glenridding/Patterdale as the rural service centre serving the East. The identified villages are Penruddock, Pooley Bridge, Askham and Bampton.

We will support initiatives that strengthen the sustainable transport links between settlements in the East area with Penrith, and that reduce non-essential travel especially by car-based visitors between the East and Central/South area. We will work with others to improve public transport and community transport services across the East Distinctive Area. We will encourage more utility and recreational cycling.

In the rural service centre of Glenridding/Patterdale we will:

- give priority to existing retail uses and local shops, and to supporting development proposals for additional local shops,
- give priority to providing local affordable housing. We will allocate sites in Glenridding/Patterdale to provide the mix of housing types and tenures appropriate to meeting the identified local housing needs,
- seek to allocate new employment land at Glenridding/Patterdale while recognising the cross boundary links to sites in Penrith, and
- develop opportunities for sustainable tourism, where sustainable transport connections are available.

In villages we will:

-
- recognise Pooley Bridge as providing an important choice of transport modes,
- protect existing local shops, and support development of additional local shops where there is evidence of local need,
- consider allocating sites for small scale housing development in Askham, because of the high level of identified housing need. We will encourage small scale housing development in Penruddock, Pooley Bridge and also in Bampton to meet their identified housing needs,
- support proposals for children's playgrounds in Penruddock, Pooley Bridge and Askham,
- support proposals for small scale employment uses within or well related to Penruddock, Pooley Bridge and Askham, and
- develop opportunities for sustainable tourism at Pooley Bridge, where sustainable transport connections are available.

In cluster communities and the open countryside we will support small scale proposals to diversify the rural economy, in particular farm diversification schemes.
Elsewhere we will:

- work with partners to improve the water quality of Ullswater,
- strengthen Ullswater's role in enabling everyone, especially visitors, to travel more sustainably, and
- consider sustainable tourism development at other locations where sustainable transport connections are made available, including Lowther Castle, as individual development opportunities arise.

We will use the Lake District Landscape Character Assessment to guide management of development and land use change. We will enhance the varied landscape character of the East, from parkland to mountain massif, by:

- conserving and enhancing the diverse patchwork of habitats especially water, moorland, woodland, gill and bog,
- conserving and enhancing the historic landscape including historic route-ways, the distinctive pattern of field boundaries and walled enclosures, and the character of the vernacular built environment,
- protecting the skyline and views into and out of the area
- enhancing the sense of remoteness and tranquillity of the upland mountain massifs, and
- protecting the character of the quieter valleys from Martindale and the Lowther valley to the head of Troutbeck.

Policy CS10: Achieving design excellence

We want development to be inspired by and to complement the outstanding quality of the landscape and the special qualities of the National Park.

We will support design that reinforces the importance of the local character and distinctiveness of our rural settlements and of the landscape. Design should inspire people and offer original ways of achieving sustainable development. Design should create places that are

- sustainable
- durable, safe and secure
- accessible for all sectors of the community
- functional
- aesthetic
- flexible; and
- suitable

for their location and use.

Policy CS13: Planning obligations

We will seek planning obligations, including developer contributions, where appropriate:

- to ensure that development is of a nature that will contribute to achieving the Strategic Objectives for the Lake District; or
- to mitigate the impact of development, including incremental impacts; or
- to compensate for loss or damage caused by a development.

Planning obligations may relate to:

- securing affordable/local needs housing;
- highways infrastructure and the provision of sustainable modes of transport, travel plan measures and support for community transport initiatives;
- service and utility infrastructure;
- historic environment;
- bio-diversity;
- enhancement of the public realm;
- maintenance and enhancement of the public rights of way network;
- recreation including open space, play and sport facilities;
- woodland planting and restoration; and
- flood risk attenuation.

Details of the requirements will be set out in a Planning Obligations Supplementary Planning Document.

Policy CS15: Maximising energy efficiency

All development must achieve the highest practical energy efficiency through:

- location
- orientation
- layout and
- design.

Evidence must be provided to demonstrate any circumstances where these requirements are not viable or feasible.

Policy CS18: Housing provision

Based on the level of identified housing need, balanced against environmental constraints and landscape capacity, we will make provision for 900 dwellings between 2010 and 2025.

We will permit new dwellings where they contribute towards meeting an identified local need or local affordable need with priority given to the delivery of affordable housing, and where they:

- help to redress the imbalances in the local housing market; and
- are secured in perpetuity for the purpose it was originally intended through the use of appropriate planning controls.

We will achieve this by:

- allocating sites for 100 per cent affordable housing with the exception of sites in the West Distinctive Area (Policy CS06) where an appropriate mix of local need and local affordable need housing is acceptable;
- using exception sites for affordable housing; and
- maximising the potential from individual development opportunities.

Development proposals on windfall sites for four or more houses must reflect the local affordable need. In these cases a maximum of 3 houses for local need will be allowed.

Proposals for the provision of permanent and transit accommodation to meet the needs of gypsy and travelling communities and travelling show people will be supported where they meet an established need identified by the Gypsy and Traveller Accommodation Assessments. Planning permission for sites will be granted where it can be demonstrated that there are no negative impacts on the special qualities of the National Park.

Policy CS11: Sustainable development principles

We want all development to be designed and carried out in a way that avoids adverse effects on the special qualities of the National Park. We will require all proposals to apply the principles of sustainable development. Developments will:

1. be in locations that are consistent with our strategy for rural service centres, villages and Cluster communities. New developments should demonstrate efficient use of land and buildings;
2. conserve and enhance the character and quality of the local landscape, of the wider countryside and of the built environment;
3. reduce people's need to travel, by demonstrating that the development is accessible by cycling, walking or public transport including water-based transport;
4. provide high quality, sustainable design and construction, including minimising waste;
5. demonstrate efficient use of energy and water resources, and promote use of renewable energy technologies;
6. reduce flood risk within the development and elsewhere through choice of location and appropriate design, including a requirement for sustainable drainage systems;
7. avoid adverse effects on, and where appropriate enhance, the quality or quantity of natural resources including water, air, soils, geodiversity and biodiversity.
8. demonstrate efficient use of infrastructure and services; and
9. minimise light and noise pollution

Policy CS14: Sustainable transport solutions

We will reduce the need to travel within and through the Lake District National Park, and promote the development and use of sustainable travel choices.

Appropriate development proposals should:

- contribute to improvements in the provision of, linkages with, and accessibility to sustainable modes of transport including rail, bus, boat, cycling, horse-riding and walking;
- reduce non-essential travel especially by car-based visitors;
- reduce road-based freight; or
- encourage the transfer of freight to other modes of transport.

Additionally public parking provision will only be allowed if it is a proven component of a strategic traffic management scheme.

The rural character of roads should be maintained and, where possible, enhanced.

The rights of way network will be safeguarded and, where possible, improved.

Disused railway lines will be protected from development that would compromise future reuse as sustainable transport routes.

Policy CS16: Generating renewable and low carbon energy

We want to increase the proportion of energy generated by renewable and low carbon sources.

We will support renewable energy developments, including any additional buildings or infrastructure directly related to the renewable energy scheme. Proposals should not adversely affect the landscape character of the National Park or its special qualities.

When assessing proposals for renewable energy development, we will take into account the cumulative effect of additional renewable energy development in the locality.

We will assess wind energy developments in accordance with the Cumbria Wind Energy Supplementary Planning Document.

We will require all new housing developments and all developments for other uses of 200sqm or more floorspace to generate energy from decentralised and renewable or low-carbon sources to reduce the predicted CO2 emissions of the development by 10 per cent or more. We may adjust this requirement where the applicant provides evidence to demonstrate that it is not viable for a particular type or location of development.

We will encourage all developments to provide decentralised and renewable or low-carbon energy above the 10 per cent target where feasible.

Policy CS22: Employment

We will support business and employment opportunities (B1, B2 or B8 uses) that will diversify and strengthen the economy of the Lake District National Park.

The required provision of employment land in the Lake District National Park to 2025 is 9.2 hectares. We will also maintain a minimum rolling five year supply of employment land:

Required provision to 2025	Minimum rolling 5 year supply	Annualised target completions
9.2 Ha	3.1 Ha	0.62 Ha

We will allocate new employment sites, where demand cannot be met on existing or permitted sites, within or well related to our rural service centres. In addition, within or well related to our rural service centres and villages, we will support the following developments:

- redevelopment/expansion of existing businesses
- reuse, redevelopment or extension of existing buildings for employment uses
- new, small scale, employment developments
- work/live units
- home based proposals

Elsewhere we recognise that some small scale development to meet local community needs may be acceptable and we will support small scale employment opportunities for:

- home based proposals
- small scale expansion of existing businesses and business sites
- reuse, redevelopment or extension of existing buildings
- farm diversification schemes

We will only consider proposals for new B8 uses on those specific allocated employment sites identified.

We will retain existing employment land and buildings (B1,B2 and B8), including allocated sites, for employment uses unless it can be demonstrated that they are unsuitable for employment purposes or, exceptionally, viable alternatives are readily available in the locality.

Policy CS22a: Reuse of buildings for holiday letting accommodation

We will only consider the reuse of an existing building to provide holiday letting accommodation where it would:

- not utilise a site that is suitable for meeting a local need or local affordable need; and
- use a building which is not viable or suitable for reuse for employment uses under the provisions of Policy CS22.

Policy CS23: Farm diversification

We want to support and promote sustainable farming activity as an important sector of the National Park's economy.

Farm diversification proposals will be supported where they demonstrate sustainable practices and outcomes, and where they:

- sustain or maintain the core farm business;
- do not compromise the working of the farm;
- are located within or near to the existing farm complex; and

Where the proposal involves the use of buildings:

- they reuse or extend existing buildings.

Policy CS24: Delivering sustainable tourism

We want proposals for tourism development to deliver a high quality, sustainable tourism experience for the diverse range of visitors to the National Park. New development will be focussed in rural service centres.

New development in locations other than rural service centres will only be permitted where:

- it contributes to the diversification of a farm business; or
- it relies upon a specific geographically fixed resource which justifies the development; or
- it is within or relates well to the villages of Pooley Bridge or Ravenglass, which enable a choice of modes of transport, including sustainable options.

New development and the re-development, extension and improvement of existing tourism accommodation, facilities and attractions to raise the quality of provision will deliver sustainable tourism by:

- enabling the economic and physical regeneration of an area, or diversifying the economic base of an area; and
- not introducing inappropriate activities, or levels of use, or otherwise being of a nature and scale detrimental to the character and quality of the environment; and
- ensuring that, where appropriate, the development is commensurate with the level of suitable housing or dedicated accommodation for staff which is available locally and accessible to the development by sustainable forms of transport; and
- not resulting in a loss to the range of tourism accommodation available in the area.

If development will attract significant numbers of people, the proposal must incorporate improvements to its accessibility by sustainable forms of transport.

We will support proposals for year round sustainable tourism development where they will not materially affect:

- the character and appearance of the locality by reason of visual intrusion, or physical erosion, including to the local rights of way network and biodiversity; and
- the character and amenity of the locality by reason of increased traffic generation, noise or other forms of disturbance.

Policy CS25: Protecting the spectacular landscape

We will protect the Lake District National Park's spectacular and inspirational landscape by promoting a character-based approach to conserve and enhance its uniqueness and diversity.

The management of development and land use change will be guided by the Lake District Landscape Character Assessment recognising the distinctive characteristics identified in the Landscape Character Types and Areas of Distinctive Character.

The type, design and scale of development, and the level of activity, should maintain and, where possible, enhance local distinctiveness, sense of place and tranquillity. In assessing development proposals the highest level of protection will be given to the landscape.

We will use opportunities to reduce existing landscape detractors.

Development should have regard to the areas of mountain, moor, heath, woodland and coast identified on the Section 3 Conservation Map.