



**Delivering low carbon places by better linking transport
and planning**

Final report

for

North West Improvement & Efficiency Partnership

Lake District National park Authority

by

c4g & The TAS Partnership Ltd

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1 Background & purpose of project

1.1 Introduction

- 1.1.1 This project aims to show how an area of the Lake District National Park, which experiences considerable road transport stress during peak periods for visitors, can be made lower carbon, alleviating some of the worse transport problems currently experienced, and thus improving the area for visitors, local people and local businesses.
- 1.1.2 At the moment, the planning system is one of the main means by which control is exercised over (development that leads to) generation of more traffic. However, to date, this has been a reactive tool, rather than one which can contribute to the wider solution of the transport issues the area faces.
- 1.1.3 This project is intended to find ways in which planning and transport policy and action, working together, can generate positive outcomes, tackling the transport issues that harm the area, and fostering development which benefits local people, businesses and visitors. Low carbon transport is seen as the key to this. The project needs to consider low carbon transport in local planning practices, and also the wider activities of the Lake District National Park Authority (LDNPA) and its partners.

1.2 Background

- 1.2.1 The project is part of the Cumbria Low Carbon Planning Support Programme. It is one of three active learning projects, the other two focussing on sustainable tourism and localism, and energy & planning. These are being implemented alongside a climate change mitigation information and training programme for planning authorities in Cumbria. Together, these aim to embed carbon reduction into planning practice and improve efficiency in service delivery.
- 1.2.2 Detailed carbon footprints – including the transport sector - have been developed for the Lake District during 2010. As a result of this, a 6th work stream is being considered which will focus on travel to and from the Lake District.
- 1.2.3 The project began in the new year. Late in its work, in early July, it was announced that the LDNPA had been successful in its bid for a Local Sustainable Transport Fund (LSTF) project, which includes the study area for this project. We have worked independently of that process, but have taken the opportunity to consider the details of the LSTF project alongside the later stages of our work in order to increase the relevance of this work following the LSTF success.

1.3 Purpose of the project

- 1.3.1 The Lake District's Local Development Framework Core Strategy was adopted in October 2010, and included new transport policies. This project is intended to show how transport sustainability can be embedded in the application of the LDF policies. In particular, the project will help to work out the most efficient way of achieving integrated application of area-based policy (CS09) with those related to themes and sectors (transport, tourism, employment & housing).

1.3.2 In brief, the project:

- Appraises the existing state – from a carbon efficiency perspective - of the study area, and considers how a carbon-efficient version of the place would function
- Scrutinises the current practice relating to planning (development control, spatial planning) and transport (planning and delivery)
- Identifies alternative practice that builds carbon reduction into planning and transport development, and gives guidance that will embed these approaches in the Lake District and Cumbria.

1.4 Project area

1.4.1 The project area broadly comprises the Coniston – Hawkshead – Sawreys – Ferry House – Grizedale locality. This is shown in the Project area map after 1.5.1.

1.4.2 This is an area which is popular with a wide range of visitor types. Sites such as the National Trust's Hill Top, Hawkshead village, and Tarn Hows attract 'day trippers' in large numbers. Grizedale Forest is a renowned centre for cycling, walking, outdoor sculpture and the Go Ape high ropes activities. The whole area is also seen as an 'introductory' area for the Lake District as a whole, as visitors can 'sample' much that the Lake District has to offer without taking to the high fells or moving far from 'civilisation'. In particular, for those arriving by car, from the south via the M6 (the majority), this area constitutes the first distinctive Lake District zone that can be reached.

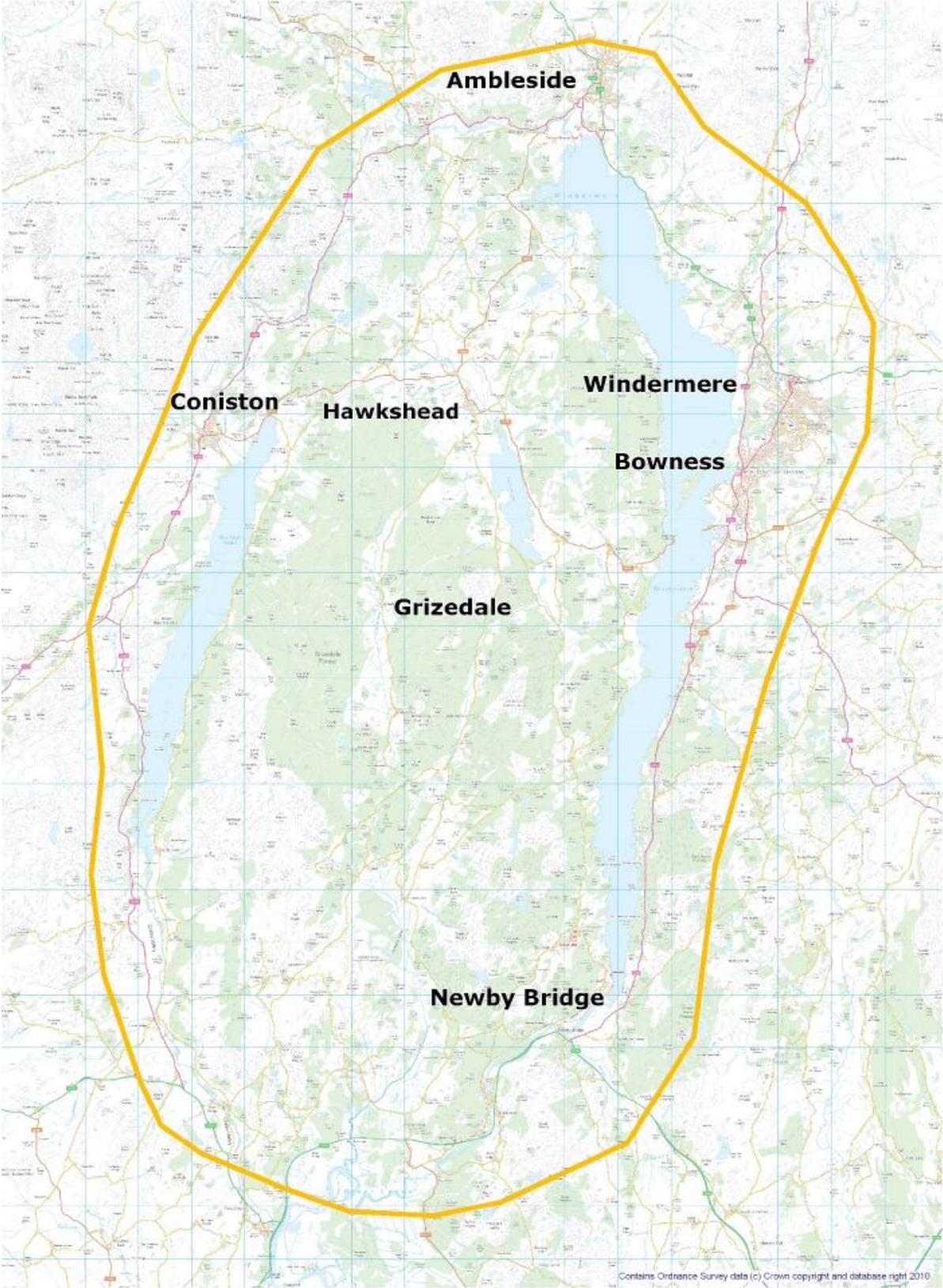
1.4.3 The core area is bounded by the western shore of Windermere to the east, the A593 and A5084 to the north and west, and A590 to the south. Although it is accessible by road on all sides (by vehicle ferry across Windermere), its internal transport network is poor. Access from the south, via Newby Bridge, to the above attractions is along narrow and winding roads which to some extent creates a barrier, but which can also result in poorer quality of life for the settlements to the south of Grizedale because traffic volumes can exceed the road design capacity. There is no public transport access to Grizedale, Hill Top or Hawkshead from the south. The western edge is bounded by Coniston Water which is served by passenger, but not vehicle, ferries.

1.4.4 The area has a varied history of visitor development over the last decade. Broadly, the area is regarded as being 'at capacity' in terms of visitor numbers, primarily due the transport constraints. While it is served by the successful "Cross Lakes Experience" multi-modal service, there are significant traffic and parking pressures and also accessibility problems out of season or early / late in the day by modes other than the car. Planning applications for the expansion of existing attractions or new facilities have sometimes been resisted, leading to something of a stalemate between enterprise and planning control.

1.5 Methodology

1.5.1 The project was informed by existing information, policy and research, field work in the area, discussions with involved organisations and LDNPA staff. There were also two workshops – one looking at the current state of the area and one looking at ways forward.

Project area



2 The starting point

2.1 Policy intention for the area

- 2.1.1 The **Management Plan for the Lake District National Park 2010 – 2015** (The Partnership's Plan) summarises the key transport issues for the Park:
- *Half of personal travel is by residents, mostly for leisure, then shopping and commuting. The other half is visitor travel. Almost three quarters of our eight million tourists each year are day visitors. Most arrive and travel around by car and sight seeing is one of the most popular activities.*
 - *Despite being rural, with challenging terrain, we have a relatively good public transport network with a wide range of services. But the network is poorly integrated. Our cycle network is fragmented. Most car users say they would like easy opportunities to use their car less, at least some of the time.*
 - *Congestion is common on weekends and holiday periods, particularly on the A591 spine between junction 36 on the M6 to Keswick, and at popular destinations in the central Lake District. This spoils visitors' enjoyment, residents' quality of life and affects public safety. People are less likely to take sustainable travel options such as walking and cycling along these routes.*
 - *Car parking provision, pricing and quality is inconsistent, as are associated facilities such as toilets and information.*
- 2.1.2 The **Core Strategy of the Local Development Framework** (2010) sets strategic planning policy for the Park and is intended to also coordinate associated action to deliver its strategic objectives. Policy CS02: Achieving vibrant and sustainable settlements, sets the overall requirements for development:
- 2.1.3 Development should be of a scale and nature appropriate to the character and function of the location in which it is proposed and:
- *contribute towards meeting the needs of the local community, or*
 - *bring benefit to the local community, or*
 - *deliver sustainable tourism.*
- 2.1.4 The Strategy sets a settlement hierarchy which is sensitive to the settlement pattern in the Park, defining rural service centres (which are expected to act as transport hubs), villages and cluster communities (which should be well interconnected by sustainable means of transport), with areas outside these settlements defined as open countryside. Policy CS11: Sustainable development principles, also requires that development should '*reduce people's need to travel, by demonstrating that the development is accessible by cycling, walking or public transport including water-based transport*'. Policy CS24: Delivering sustainable tourism also requires that tourism-related development which will attract significant numbers of people must incorporate improvements to its accessibility by sustainable forms of transport.
- 2.1.5 The Strategy is also innovative in framing policy in terms of five 'Distinctive Areas', explaining how park-wide policies should be applied within each of them.

2.1.6 Policy CS14 sets out transport policy for the Park (it is the only transport policy in the Core Strategy):

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.

2.1.7 In addition to the policy, the supporting text also contains some important statements of relevance to the project:

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

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

4.16.10 - The LTP (Local Transport Plan) emphasises reducing the need for resident and visitor travel, and increasing sustainable transport options so that people can access places safely and with minimum environmental impact. Within the National Park, it says there should be no net increase in car parking capacity or permanent measures merely to accommodate peak traffic demand. The LTP particularly emphasises the need to address visitor- related trips. It highlights the effects of road-side parking on traffic flow, ecology and highway maintenance.

2.1.8 The Core Strategy uses area-based policies and divides the Park into six 'Distinctive Areas'. The study area broadly makes up the eastern part of the South Distinctive Area (map overleaf). Greater detail of policy is given for each Distinctive Area. Relevant extracts are reproduced below.

Policy CS09: South Distinctive Area

We will protect the Coniston to Foxfield railway line from development to maintain its potential for use as a sustainable transport route. We will work with others to improve public transport and community transport services across the South Distinctive Area, and will encourage more utility and recreational cycling.

Supporting text...

3.23.5 - The whole of the area is popular for recreation and offers a variety of tourist attractions. The area is served primarily by a network of minor roads, complemented by a good network of pedestrian and cycle trails. Sustainable transport is part of the visitor experience in this area. The steam-powered 'Gondola' and solar powered launches operate on Coniston Water and there are traffic free cycle routes.

3.23.8 - The area has a good range of open spaces, sport and recreation facilities. Grizedale Forest Park provides opportunities for walking and mountain biking. It also hosts a popular high ropes course.

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

3.24.6 - The opening of the High and Low Newton by-pass makes part of this area more accessible to visitors. Further dualing of the A590 could have significant adverse effects on the character of the surrounding landscape.

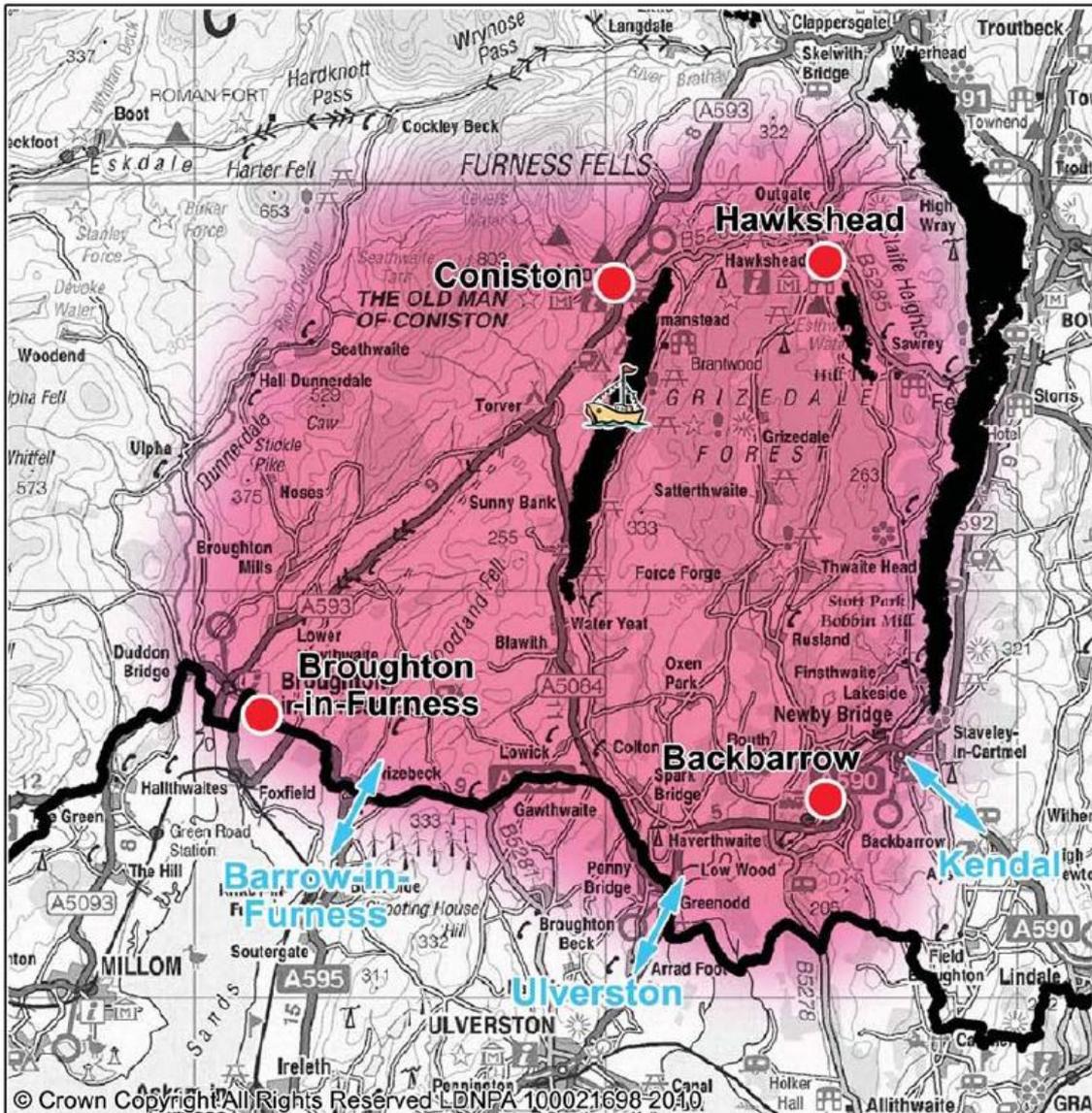
3.25.4 - We want to reduce the pressures from the volume of traffic on the minor roads leading to Grizedale Visitor Centre, thus alleviating traffic issues for communities in Satterthwaite, Rusland and Bouth.

3.25.5 - We want to maintain existing open spaces and facilities, and ensure that they are accessible for residents and visitors. However, we need to effectively manage visitor demand for recreational activities so that we do not exceed the area's physical capacity. By conserving and enhancing this area's landscape, new development will not compromise the integrity of the built environment or its historic associations.

3.25.6 - We want a sustainable future for tourism where it protects and preserves natural resources, brings benefit for the local community and contributes to diversifying or regenerating the local economy. There is an opportunity to develop the role of Lakeside / Backbarrow as a visitor destination, and to provide sustainable transport connections with Windermere and Grizedale.

3.24.7 - The area is highly sensitive to noise and light pollution. Pressure from new development could result in a loss of tranquillity, which is a key feature of the area outside the main settlements. Pressure to regenerate the area may also impact on the industrial archaeology.

South Distinctive Area



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Key		
	South Distinctive Area	 Functional link
	Rural Service Centre	 Passenger boat
	Lake District National Park boundary	

- 2.1.9 The **Transport Framework for a Sustainable Lake District** (2009) foresees significant steps towards transformation of the transport system. In 2009, the National Park Authority and Cumbria County Council, endorsed by the Partnership, agreed five priorities for improvement:
- Transport hub development - interchange between car, bus, cycles, boats, and walking
 - Traffic management - access management plans and speed limits
 - Cycling and multi-user networks - development and promotion
 - Passenger transport improvement - waiting facilities, integrated ticketing and service improvement
 - Alternatively fuelled vehicle networks - electric cars / vans / bikes, and clean fuels.
- 2.1.10 Overall the intention is to deliver a sustainable transport network with quality services - improved public transport provision, car parking and integration of services and transport modes.
- 2.1.11 All of these policies are bridged by the **low carbon Lake District Initiative** which focuses on both responses to climate change and also carbon management and reduction. This work has produced two carbon budgets for the Park (2010 and the 2011 follow up), monitoring achievements.
- 2.1.12 Last, the **Lake District Sustainable Visitor Transport Beacon Area**, the successful LSTF Bid, contains nine projects are packaged into four project clusters:

Enhancing the passenger transport system

Project 1: Enhance the quality of public transport (especially bus services) within the target area, and integrating bus, boat & bike as a coherent network

Project 2: Take action to combat traffic congestion, so increasing the reliability of bus services and making walking and cycling routes more attractive

Project 3: Develop low emission local car hire, using existing car club infrastructure. Developing market-focussed flexible SMART ticketing

Project 4: Develop our new GoNoWLakes smart card into the 'must-have' freedom pass for visitors to the Lake District.

Active travel: networks & promotion

Projects 5 and 6: Make it attractive for visitors to cycle for part of their holiday, and give easy access to a bicycle, including a network of electric-assisted bicycles.

Smart marketing & promotion

Project 7: Develop and co-ordinate information relating to passenger transport

Project 8: Develop an awareness campaign to give visitors confidence that there are lots of choices available to them that do not require a car.

Project 9: Develop a campaign persuading visitors to travel to the Lake District by sustainable means (primarily train or coach) rather than bringing their car.

- 2.1.13 Our project area is at the centre of the wider area these measures target and so the success of the bid is of direct relevance to our conclusions.

Reducing the need to travel

- 2.1.14 This is the main objective for Policy CS14, as it is for National policy such as PPG13. CS14 gives further qualification to this it is requirement for development proposals to '*reduce non-essential travel especially by car-based visitors*'. The remainder of the policy set is essentially about modal shift and the promotion of lower carbon modes. This policy approach is backed up by initiatives such as Be Car Free¹.
- 2.1.15 This raises some tricky issues which require better definition. For visitors to the area, and indeed to the Park as a whole, travel is part of the visitor experience. It would be unusual for most visitors to stay in a single location over the course of a whole day or more. However, what of this travel would be '*essential*' in the terms of the policy? Arguably none of it. Perhaps, then, we have to acknowledge a different starting point for visitors – they come, partly, to travel in the area, or at least to do things which require them to. The quality of the travel experience itself is therefore a critical part of the attractiveness of the area to visitors who in turn underpin the local economy. It turns, this suggests that attempts to introduce barriers to car travel that render the travel experience less attractive may impact negatively on the local economy. This needs the visitors to come, and preferably in larger numbers – but the impact (congestion, noise, energy cost, visual intrusion) needs to be reduced.
- 2.1.16 For residents the issues are more familiar. They are a range of essential trips – to work, shopping, services etc., which should either be localised (by employment, services etc. being available locally) and / or for which non-car modes are available to access them.
- 2.1.17 Reading the policy as a whole we take its intentions to be to:
- achieve significant modal shift away from the car for visitors in their trips
 - reduce the 'range' over which visitors typically travel
 - reduce the need to travel for residents
 - enhance the availability of low carbon modes for all.
- 2.1.18 There will be overlap between the two (visitors / residents) but, for this area, both because visitor trips are a significantly easier target, and because they have a greater carbon impact, the main focus is on visitors, with 'trickle down' benefits for local people.

Summary

- 2.1.19 Overall, policy's view of the area is that:
- this is an area which is already popular for a variety of uses by visitors. The main activity is general 'sight seeing' by 'day trippers', often of more than one 'attraction' in a day. Grizedale is a focus for off-road cycling, walking and the Go Ape high ropes activities. Hawkshead, Hill Top and Tarn Hows are attractive to less active visitors.
 - the area is served primarily by a network of minor roads, complemented by a good network of pedestrian and cycle trails
 - sustainable transport is, in principle, part of the visitor experience in this area
 - yet the public transport and cycle networks are fragmented
 - the management of car parking, on- and off-street, is muddled, inconsistent and fragmented
 - peak-period congestion spoils enjoyment and quality of life and is a barrier to cycling and walking on the roads.
- 2.1.20 Policy's prescriptions for the area are:

¹ <http://www.nurturelakeland.org/be-car-free/>

- to reduce the need to travel and promote sustainable travel choices
- the five-pronged approach for change:
 - transport hub development
 - traffic management
 - cycling and multi-user networks
 - passenger transport improvement
 - alternatively fuelled vehicle networks
- no net increase in car parking capacity or other permanent measures
- to reduce car-based travel to Grizedale
- to improve the level of sustainable transport.

2.1.21 The **Beacon Area** project now gives a means of addressing this by:

- enhancing public transport
- combating traffic congestion
- low emission local car hire,
- a new GoNoWLakes smart card
- boosting cycling
- better marketing of passenger transport
- a campaign focusing on car alternatives
- a campaign for visitors to travel to the Lake District by sustainable means, not by car.

2.2 Current transport state of the area

- 2.2.1 The current state of transport in the area is the product of changes and developments which have taken place over an extended period of time. The road network, as is usual in a rural area, developed from the needs of local people to travel, and has remained essentially unchanged for an extended period of time. The alignments of roads frequently coincide with field boundaries which are demarcated by stone walls, therefore changing them would have been difficult. The result is an organic unplanned network of narrow lanes which were not designed for use by motor vehicles, but which now carry a relatively large volume of motorised traffic.
- 2.2.2 As car ownership rates increased in the latter half of the 20th century, the vicious cycle of reduced bus use leading to reduced bus provision affected sparsely populated rural areas more quickly than urban areas. As a result, many villages in Cumbria now receive a less than daily service, which may only exist due to support from local authority funding. Main arterial routes, however, continue to be relatively well served with the 'Heart of the Lakes' 555 service which is adjacent to the study area having 24 journeys per day in each direction during the weekdays in the peak summer season. This means there is a better than half-hourly service, which is still less frequent than the normal ten minute headway considered to represent a 'turn up and go service' in an urban area, but is frequent enough for casual users to be able to make a journey without necessarily having to carry out detailed advance planning.
- 2.2.3 Inside the study area, current bus provision does exist but at a much lower frequency. For example, the 525 service which, by meeting ferries from Bowness on Windermere forms part of the innovative and successful Cross Lakes Experience has only 10 departures a day (March to October only) with some quite large gaps in the timetable e.g. the one hour 20 minute gap between the 12.40 and 14.00 departures from Bowness Pier. Departure times are also difficult to remember because they are unevenly spaced. In addition, the last bus back from Coniston leaves relatively early at 16.07. Although the Cross Lakes Experience is a welcome, successful and highly valued, this pattern of service generally requires users to plan their whole day in advance making sure that they can fit their activities within the constraints of the public transport network.
- 2.2.4 Despite the timetable shortcomings of the Cross Lakes Experience, it is a good example of a multi-modal service, combining as it does a ferry across Windermere with a co-ordinated bus service, and including provision for transporting bicycles. It is worth noting that the Cross Lakes Experience is now a well-established service having operated for several years, and that it provides a useful link to one of the area's most popular tourist attractions, Beatrix Potter's house, Hilltop.
- 2.2.5 A recent development which points to local businesses' appreciation of the contribution which public transport can make to their business is the X32/X32M South Lakes Freerider bus. This service, at the southern end of the study area, was a free service during summer 2011, and was fully paid for by local businesses. If local businesses are prepared to pay for a free bus service in order to promote and support themselves, it suggests that there is potential for more partnership working perhaps co-ordinating different modes of transport in order to more effectively meet visitors' needs in a self-sustaining manner.

Public transport providers

- 2.2.6 Initial interviews were carried out with a variety of transport providers in the area.
- Blueworks
 - Mountain Goat
 - Stagecoach
 - Lakes Line Community Rail Partnership
- 2.2.7 Perhaps unsurprisingly, all of the organisations interviewed wished to increase the number of people using public transport. The consensus of opinion was that there was plenty of potential to increase the use of public transport, but that the overall offer (both services provided and information about services) needed much better co-ordination in both marketing and delivery.

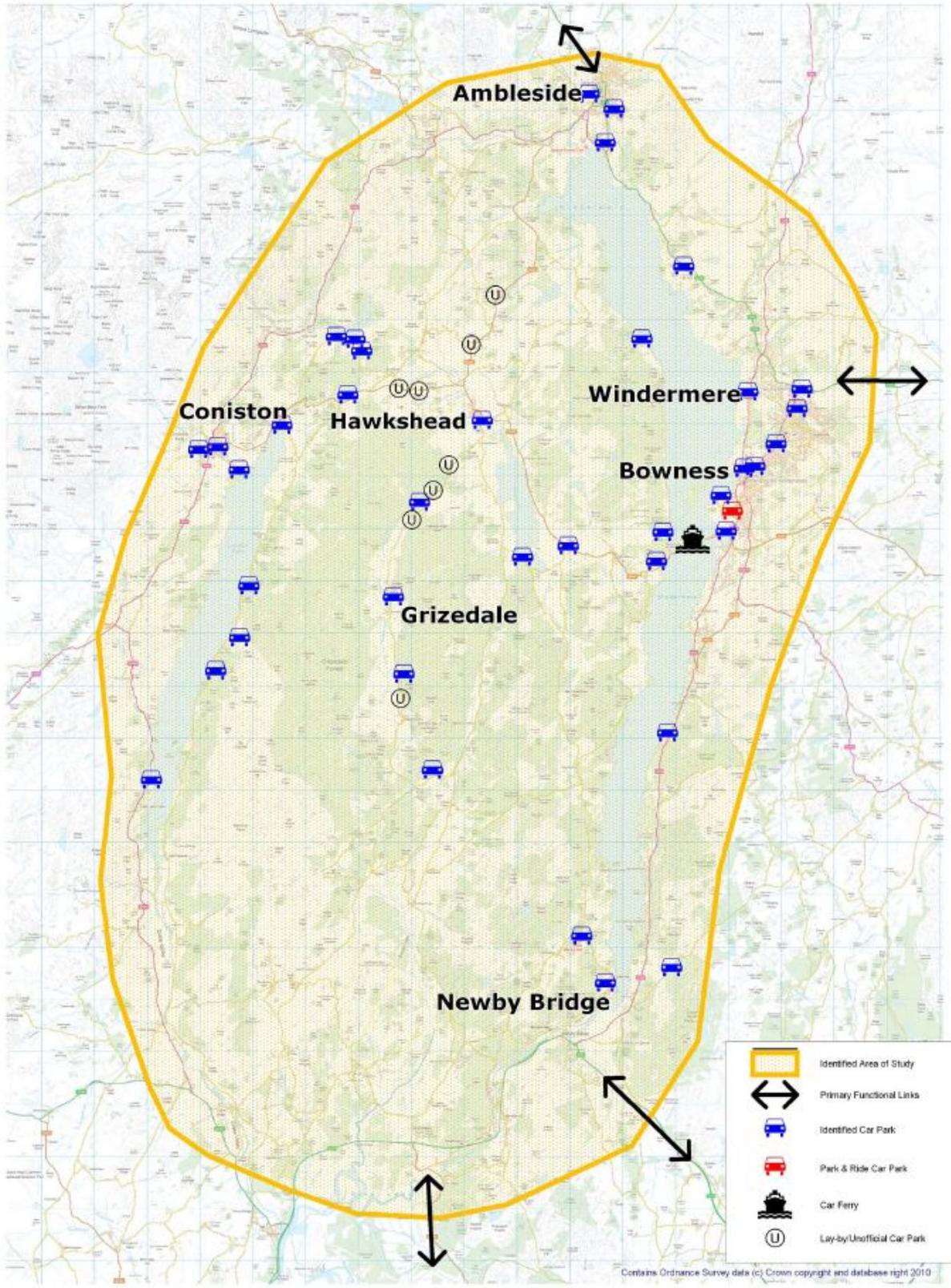
Attractions

- 2.2.8 A desk-top exercise was undertaken looking at the information provided on the web by various attractions in the area. These were:
- Low Wray Campsite
 - Lakeland Segway
 - Lakeland Motor Museum
 - Beatrix Potter Gallery & Hill Top
 - Brantwood
 - Lakeside & Haverthwaite Railway
 - Stott Park Bobbin Mill
 - YMCA Lakeside
 - Grizedale Visitor Centre
 - Greythwaite Estate Hall
 - Hawkshead Village
 - Windermere Lake Cruises
- 2.2.9 The type and quality of information provided about transport was highly varied, and obviously not co-ordinated in any way. Most web sites either concentrated on how to get to the attraction they were promoting by car, or only mention how to get there by car. There was a trend to include a postcode to use in a satnav device.
- 2.2.10 There were some positive examples, however. The National Trust's Low Wray Campsite page mentions public transport before the car in its 'How to Get Here' section, although the nearest bus route is one mile from the campsite.

Car parking

- 2.2.11 Car parks are provided by a number organisations including the National Trust, Forestry Commission, the NPA and local authorities who are each responsible for a number of car parks. Individual attractions also run private car parks, as do hotels, guest houses etc..
- 2.2.12 Public parking in the study area is uncoordinated and fragmented. It is badly and inconsistently signed, and even within a single car park, signs sometimes contradicted information on the machines. In addition to the official car parks, there was significant provision at unofficial car parks and lay-bys for which there was no charge. Some (by no means all) of these unofficial locations are shown on the Car Parking map. There was no comprehensive source of information about car parking.

Car parking



- 2.2.13 The only reasonable conclusion to draw about the way this situation has developed is that individual organisations have not in the past and do not now work together. Even when car parks are owned by the same organisation, one car park can have different rules / charges from another.
- 2.2.14 Car parking is important for a number of reasons:
- lack of parking can generate traffic as people seek somewhere to park close to their destination
 - conversely, over-provision can generate traffic if visitors decide to drive because it is more convenient
 - the visitor experience can be damaged by inappropriate parking
 - visitors will be confused by the number of different parking regimes and charges they find and potentially feel exploited or that they receive poor value
 - car parking can be an important source of income for car park owners.
- 2.2.15 Viewed on an individual car park by car park basis:
- car park owners will want to maximise the income from parking
 - attraction owners (without their own parking) will want to make parking as cheap and easy as possible
 - there is no benefit from working on a strategic basis
 - the highways authority sees no need to engage with the process despite being a significant provider of (free) unofficial parking.
- 2.2.16 In particular, there is no visible linkage between car parking and the availability / provision of public transport, except where there happens to be a bus stop in the vicinity which is provided with timetable information. Nor, as far as we are aware, is there any hypothecation between car parking income and financial support for public transport (or other sustainable modes).
- 2.2.17 On the strategic level, car parking should be viewed as an important component of the visitor experience, and is one way in which carbon reduction can be managed. If car parking were managed across the whole area, then, with care, two objectives could be achieved simultaneously: car based traffic could be reduced and visitors that do arrive by car would have a better organised parking experience.
- 2.2.18 By co-ordinating the fees and rules and regulations across the area, fees could be harmonised and inter-ticketing allowed. Visitors could buy a day ticket, then use it in any car park for the day. The key to carbon reduction in this strategy is that the ticket would need to be priced to dissuade car use, and parking needs to be integrated with other modes by, for example, including bike hire at large car parks or offering the opportunity to transfer easily to a nearby, well publicised bus service. Drivers will try to avoid paying parking charges. There are so many free alternatives to using pay car parks such as free roadside parking that using car park charges to dissuade parking (and therefore driving), is likely to be undermined unless the huge number of free informal spaces are also addressed. There is also the difficult problem that National Trust car parks offer free parking for National Trust members. This is a national policy, and is a well-known and highly valued benefit of Trust membership, and would therefore be difficult to challenge.

2.2.19 A more advanced approach to the above would be to link car parking payments to an area-based public transport ticket, thus incentivising the car-based visitor to leave their car where they first park and to travel around the area by public transport (bus/ferry). A similar linkage could apply to cycle hire, including the electric cycles to be introduced under the Beacon project.

Workshop 1

2.2.20 In order to gain a deeper understanding of the study area, an initial workshop was held in Hawkshead Market Hall, a location central to the study area. A variety of people representing a cross-section of interests was invited to the meeting

- Planners
- Transport operators
- People with local land / business interests (e.g. National Trust and the Forestry Commission)
- Local parish councils

2.2.21 The workshop consisted of a short presentation, followed by an interactive session where participants used large (A0 size) maps which had been prepared to allow participants to add and correct information about the area. The maps were stuck to the walls, and participants were encouraged to annotate, and add 'sticky notes' to the maps. Four maps were used – a blank 'base' map, car use, public transport and attractions.

2.2.22 The comments posted on the map, and the interaction between the participants demonstrated a fairly high degree of consensus about the area, and its issues.

2.2.23 The map which focussed on **car use** generated a number of comments. There was agreement that congestion existed, but a need to distinguish between perceived and actual congestion (Traffic counts show there are clear peaks and troughs and that these occur at the same time at all the locations where counts take place). Roads are narrow, and this leads to safety concerns around both large vehicles, and shared use between motor vehicles and pedestrians/cyclists. The car ferry from Windermere was identified as a major bottleneck – this is also evidenced by the length of queues at busy times. There was a consensus that the ferry service is poorly managed, lacks investment, is not integrated into other travel arrangements and that it constitutes a missed opportunity to positively influence how visitors travel around the area.

2.2.24 The comments about **public transport** dealt almost exclusively with bus services. The comments were predominantly suggestions about relatively small improvements to particular routes, and also included a comment about the poor accessibility of a particular service, and a suggestion to introduce Real Time Information. There were also comments about poor reliability, and lack of high quality information about bus services – both of which are likely to serve as significant barriers to users. This view was reinforced for the study team by our own experience of trying to use the Cross-Lakes Shuttle at the beginning of the season, only to discover that the information in the timetable was inaccurate and the service had not, in fact, started.

- 2.2.25 The study area contains a large number of **attractions**, of a variety of different types and scales. Some of these are 'outdoor' type attractions, for example Grizedale, and others, for example Hill Top, are covered or indoor attractions. There was general consensus that there was room for growth in terms of attractions, both increasing the number of attractions and increasing the size of some existing attractions. Grizedale, for example, has expanded significantly in recent years and the overall site (i.e. including the trails) is far from reaching capacity. However, the planning framework for expansion is generally both reactive and restrictive.
- 2.2.26 The overall feedback from the workshop was that the area is successful, and also has room to develop. However, there is a lack of an overarching vision for the area which would signal to those owning and running attractions the type of development that would be permissible, and that would contribute to the enhancement of the area as a whole.

Car use

Car

Average Annual Daily Traffic Flows (2009):

- A593 Ambleside (Clappersgate) 6000
- A592 N of Newby Bridge 3800
- A5084 Lowick Bridge 1900
- A593 Broughton to Torver 1200

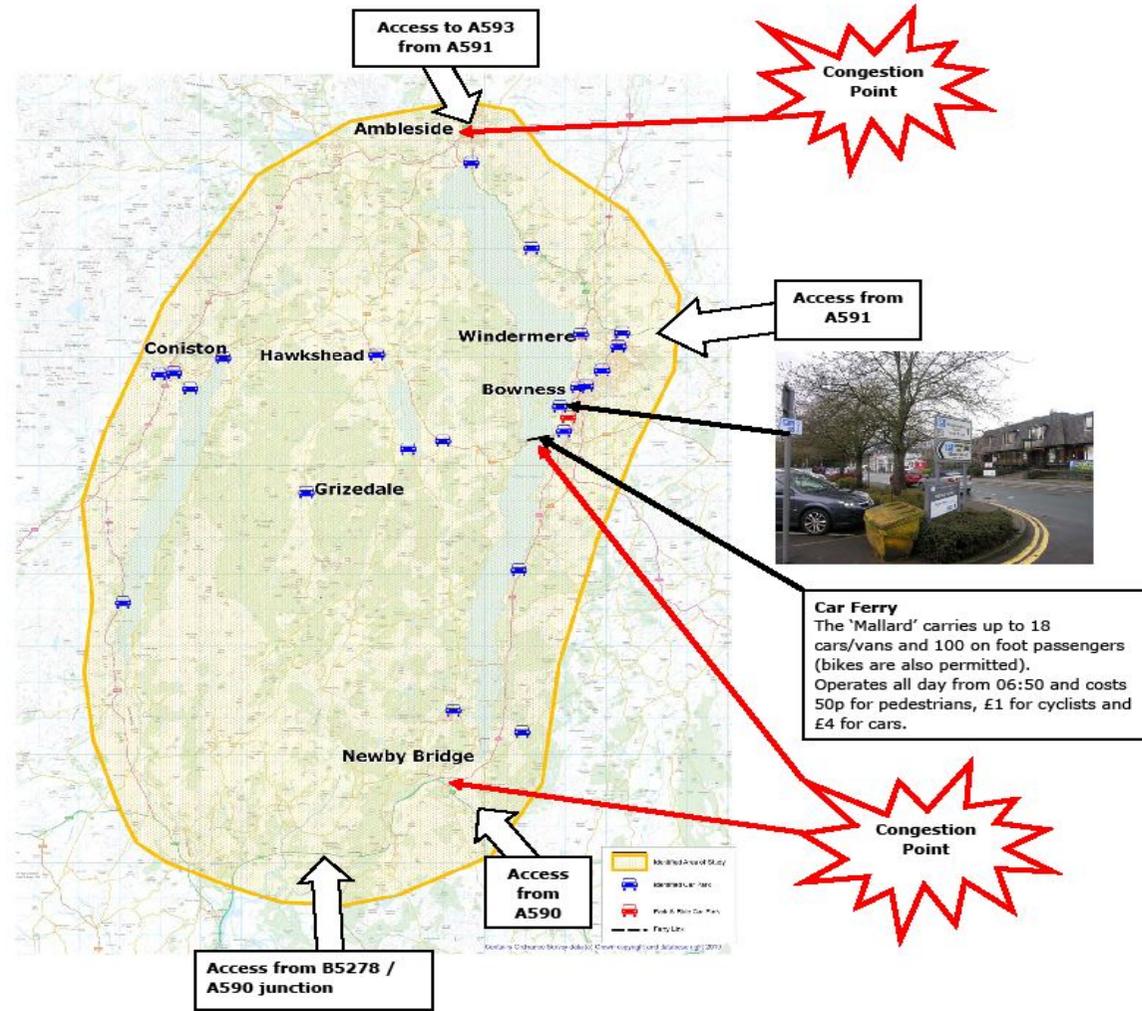
Congestion:
 Traffic congestion in Windermere, Bowness and Ambleside is caused by visitor traffic during summer weekends and school holidays. Twelve-hour counts confirm that nearly 15,000 people travel along the A591 at Ings, near Windermere.

High traffic flows on all classes of roads in the National Park affect many communities, while coaches and other large vehicles on narrow roads impact upon other road users; these issues were identified in the Area Transport Study.

Area Action Plan consultation highlighted traffic flows causing vehicle/pedestrian conflicts in villages and on rural roads and issues of roadside parking in popular areas causing obstructions, danger and visual impact.

Road safety:
 In South Lakeland there is a need to consider urban and rural road safety problems separately to address concerns about the prioritising of investment.

In tourist areas concerns exist about the safety of pedestrians, cyclists and equestrians, particularly where they share the carriageway with vehicles.
 (CCC Local Transport Plan 2006-2011)



Public transport

Public Transport

Mountain Goat (Summer Service)

- 2 service an hour (summer only)
- Part of the Cross lakes Experience
- Cycle Accessible
- Wheelchair accessible
- Subsidised
- Significant concessionary fare usage but also has high fare paying usage

Stagecoach 516 Ambleside – Dungeon Chyll

- Every two hours
- Low floor access
- Area wide and local ticket scheme
- Commercially operated
- High concessionary fare use
- No cycle access

Stagecoach 599 Bowness – Ambleside

- Every 20 mins
- Low floor access
- Area wide and local ticket scheme
- Commercially operated
- High concessionary fare use
- No cycle access

Blueworks Bus Co Hawkhead – Grizedale Visitors Cnt

- 4 services a day
- Part of the Cross lakes Experience
- Subsidised
- High concessionary fare use

Ferry
 Coniston Launch – Approximately hourly linking Coniston, Waterhead, Torver, & Brantwood Fares from approx. £9.50 per adult return
 Steam Yacht Gondola (NT) – Approximately hourly linking Coniston, Brantwood and Monk Coniston

Stagecoach Service 505 Ambleside – Coniston

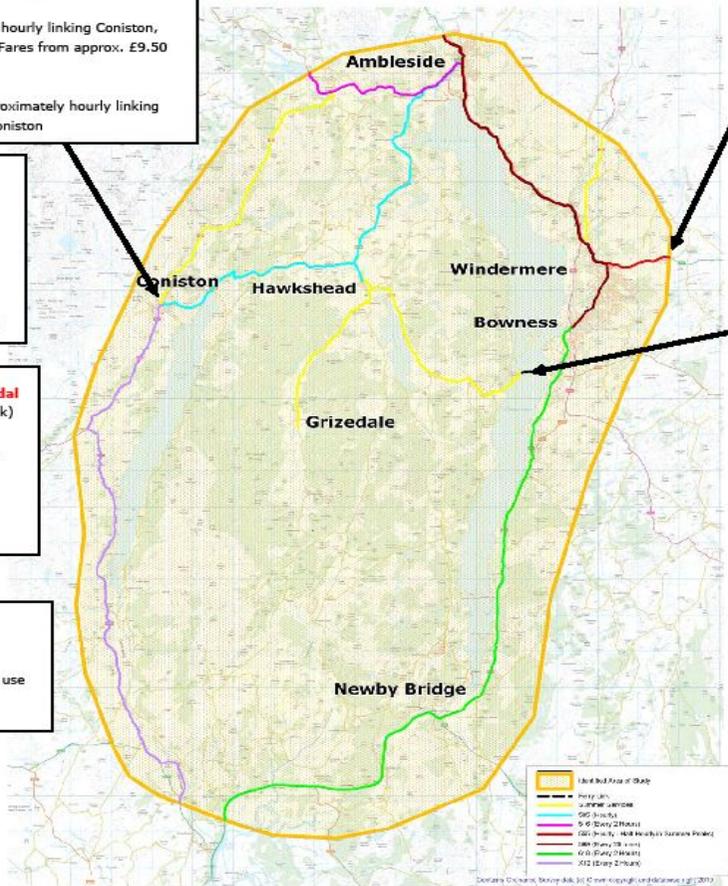
- Hourly
- Low Floor Access
- Area wide and local ticket scheme
- Commercially operated
- Limited cycle access
- High concessionary fare use

Stagecoach 555 Lancaster – Carlisle/Kendal

- 30 Min Freq (Summer Peak)
- Low floor access
- Area wide and local ticket scheme
- Commercially operated
- Commuter used service
- No cycle access

Apollo 8 Travel X12 Ulverston – Coniston

- Subsidised service
- High concessionary fare use
- No cycle access



Rail – Windermere Station

- 340 000 passengers Oxenholme – Windermere Line (13% rise between 2007 – 2010)
- 17 arrivals/17 departures per weekday
- Bus link to Bowness for Ferry
- Marketed as the Lakes Line – A Community Rail Partnership

Ferry
 Windermere Ferry – Ferry Nab, Bowness / Ferry House, Far Sawrey
 Every 20 mins until 21:50 Summer, 20:50 Winter
 £4.00 per car / £0.50 per passenger
 Windermere – Ambleside, Brockhole, Bowness and Lakeside. Approximately hourly, with Ambleside – Bowness approximately half hourly. Approx. £9.50 per adult return
 Note: these services (and those on Coniston) vary according to the season, normally stopping earlier in the winter. The Windermere Ferry is the only service that transports vehicles.



Stagecoach 618 Barrow – Ambleside

- Every 2 Hours
- Low floor access
- Area wide and local ticket scheme
- Commercially operated
- High concessionary fare use
- No cycle access

Attractions

Attractions

Tarn Hows

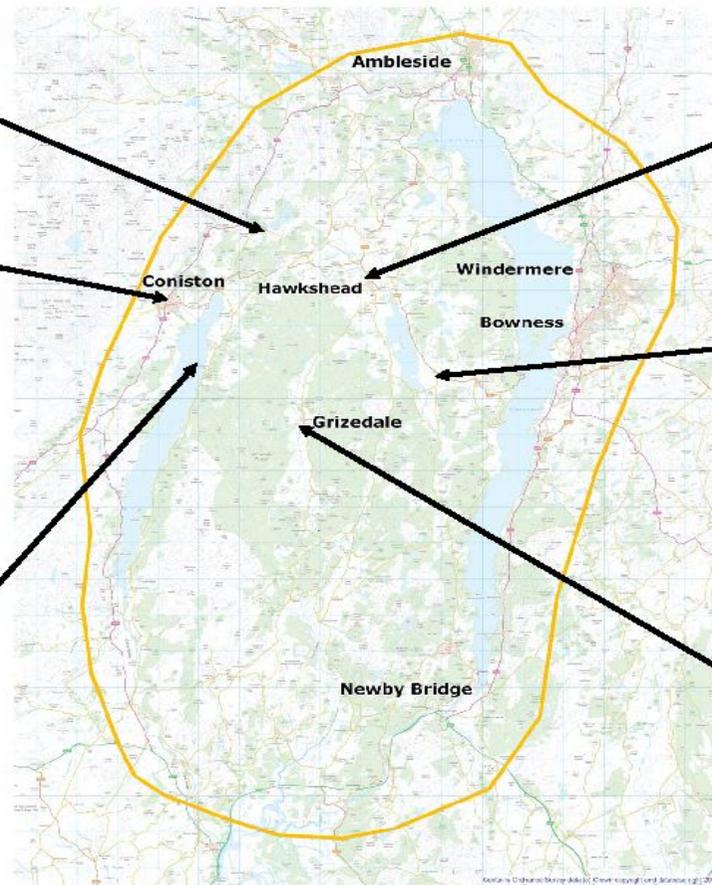
One of the most visited spots in Lakeland. Its main attractions are the walks around the lake and its views. Secluded car parking is available along with toilet and tourist information facilities.

Coniston

Coniston was home to the famous water speed record by Donald Campbell and the Bluebird craft. The Ruskin Museum houses the remains of the Bluebird craft and also contains information and displays from the surrounding area. The museum is open during the Summer season from 10:00 – 17:30 with reduced hours in the Winter and costs £5.25 for adults and £2.50 for children. Coniston is also home to a number of pubs and hotels and is an excellent base for walkers and climbers looking to explore the surrounding area.

Brantwood

Former home and estate of John Ruskin. Brantwood is now home to a number of historical displays and contemporary art and attracts up to 30,000 visitors a year. The house and gardens are open all year round with reduced opening hours during the winter months.



Hawkshead

Hawkshead is home to a number of retail outlets the most famous being the Hawkshead clothing brand. The Hawkshead Grammar School Museum gives visitors a taste of what school life would have been like 200 years ago and is open from April to October every year.

Hill Top

The home of Beatrix Potter, who wrote many of her famous stories here. Each room contains a reference to one of her tales. Tickets are £7 for adults and £3.50 for children. Closed during Winter.



Grizedale

The forest and surround area are home to a number of attractions including the 'Go Ape' aerial high ropes course. The visitor centre also provides information for sculpture trails in the area, orienteering activities and cycle routes through the forest.

The future

- 2.2.27 The study area is seen as having considerable potential for improvement of the visitor experience. This is because it is regarded as an 'introductory' area, where both the landscape of the Park and a range of outdoor activities can be accessed by visitors in a low-risk, supported fashion. Some may go on to the wilder and more remote areas of the Park, and some may not.
- 2.2.28 The west shore of Windermere (accessed from the busy east shore by ferries, particularly from Brockhole), Ambleside, Lakeside and Coniston are all seen as access points for this area. Within the area, Claife Heights, Graythwaite and Grizedale Forest have considerable potential for improved visitor experience, as do Coniston Water and Esthwaite Water.
- 2.2.29 There is a need for greater connection and integration of footpaths and bridleways, signage, and development of guides and itineraries, some of which is already happening. However the greatest obstacle overall to realisation of the potential of the area is the current transport situation. The policy is clearly expressed, that further development of visitor facilities cannot be accompanied by increased car use and the infrastructure to support it – parking, incremental traffic management, road and related capacity increases.
- 2.2.30 Some Park Authority staff also expressed the view that the area has potential to accommodate larger numbers of visitors, through for a wider range of visitor activities, and an extension of existing activities, if these obstacles can be overcome.

Planning

- 2.2.31 In this respect, at least, planning in the area in respect of attractions appears to be somewhat dysfunctional at the moment. The 2006 consent for the redevelopment of the Grizedale centre included a requirement that a shuttle bus run from the Haverthwaite junction of the A590 to Hawkshead, via the site, at least twice a day, to assist in moving some of the then 83% of visitors arriving by car to other modes. The service was subsidised by the Forestry Commission for three years, after which the Forestry Commission decided not to support the service further. Without this support, the service was commercially non-viable and ceased.
- 2.2.32 More recently, Hill Top have made enquires of the NPA about the provision of overflow parking and staff parking in addition to their existing car park, but have been discouraged from making planning applications due to the prevailing policy stance. Go Ape at Grizedale is also looking to expand and facing similar difficulties.
- 2.2.33 Overall, then, no means has yet been found to translate the intent of the policies in the Core Strategy (and other relevant policy) into a means whereby the the current pressure and future potential in the area can be accommodated within the prevailing private transport restrictions – a stalemate.

3 Low carbon futures

- 3.1.1 Transport is a major contributor to carbon production. The 2010 Small World Consulting report "A carbon budget for the Lake District National Park" estimated that 23% of the carbon footprint of the National Park is accounted for by visitors' driving. The economy in the study area is highly dependent on tourism. The way the tourists currently experience the study area is by the widespread use of cars during their visit.
- 3.1.2 From these rather obvious statements, there are two ways to reduce transport generated carbon: either reduce the amount of tourism, or change the way visitors behave when they visit the area. Because the area is so dependent economically on the tourist industry, simply reducing travel by reducing the number of visitors is not a viable option.
- 3.1.3 Tourism is critical to the economy of the National Park, and at the same time there is a pressing need to reduce carbon emissions. In order to simultaneously support the the tourist economy and ensure that carbon reduction targets are met, the way tourists behave when they visit the area needs to be changed.

3.2 Planning and transport

The problem

- 3.2.1 In general, in order to start or expand a business, planning permission will be required. At the strategic level, planning policy encourages a reduction in car dependency. Indeed, at the strategic level, this discouragement extends to the policies of some of the organisations (e.g. the National Trust and the Forestry Commission) who are also providers of some of the important attractions in the area.
- 3.2.2 However, once an application is received to, for example, expand an existing attraction, the way that the planning process operates reveals two disconnections which together work against carbon reduction.
- 3.2.3 The first disconnect relates to the way in which the planning system, in its widest sense, deals with planning applications. The system is currently designed to operate in a reactive way - that is, the process begins when an application arrives at a planning office. At this stage, a business has already made financial plans based on the level of investment required, and the level of return which will be generated. In addition, because of the fact that most visitors use their cars as the main means of reaching attractions, a planning application to expand a business is likely to include the need for more car-parking, the provision of which then generates more traffic. A more effective role for pre application discussions and advice needs to be found.
- 3.2.4 In order to accommodate strategic level planning policy, when planning applications are received requesting more car parking, planners may require mitigation measures, for example support for a bus service. Mitigation measures of this sort are time-limited and are likely to be viewed as being part of the regulatory cost of an expansion, rather than as part of an overall area-wide strategy to achieve modal shift away from car travel.
- 3.2.5 There is frequently, therefore, a disconnection between strategic level planning and policy making which sets out to reduce car use, and the way in which planning applications are handled. A bridge between these two 'ends' of the planning system is needed.

- 3.2.6 The second disconnect is between the requirements of an individual business, and the cumulative affect of these requirements across the study area as a whole. The vast majority of businesses in the study area can only exist because of the special character of the area. On an individual basis, it makes sense for businesses to try and expand and, given the current situation, this means attracting more car-borne visitors. However, the cumulative effect of these individual commercial strategies is to damage the environment which allows their business to exist and flourish in the first place.
- 3.2.7 The second disconnect, therefore is between the needs of individual businesses and the effect this has on the special qualities of the area which are a pre-requisite for the business' existence in the first place.

3.3 Wider Context – Best Practice Ideas

- 3.3.1 There are many examples, primarily from outside the UK, where area-based initiatives and policies have successfully changed the way visitors travel. We have briefly examined around fifty such initiatives, of which the following three examples are representative:

Zermatt is a thriving Alpine resort which does not allow internal combustion engines. Instead, there are electric vehicles and horse-drawn vehicles. The exclusion is enforced by the police, and any infringement incurs a fine. As Zermatt is located in an Alpine environment, one of the attractions of the area is its peace and quiet, and the chance to hear the natural sounds of a mountain environment. The population of Zermatt in the high season is around 20 000. Zermatt's success therefore demonstrates that a fairly large tourism based economy can be developed and sustained with low carbon transport. Zermatt does have a major advantage not shared by the study area which is that it has a railway connecting it to the international rail network – the Glacier Express running to St Moritz. The railway also allows those arriving by car to leave their cars at Tasch and then take the train into Zermatt itself. Thus there is a low carbon, mass transit, accessible penetration to the very centre of the protected area.

Rottneest Island, Western Australia. Most visitors arrive by passenger ferry from Perth or Freemantle. The island's economy is almost entirely based on tourism with around 500,000 visitors a year. Activities on the island include cycling, diving and beach activities. Part of the special nature of the island is the absence of cars, and the sense of safety, solitude and quietness which this engenders.

Center Parcs. In the UK, Center Parcs has built a successful business around the concept of the car-free resort. This model is of particular interest, because one of Center Parcs' largest sites is Whinfell Forest near Penrith in Cumbria. The capacity of Whinfell Forest is around 4500. The basic concept for the site is that it is essentially car-free and offers 'accommodation set right in the middle of an idyllic forest'. The advantages of having a car-free site are that it is a safe environment for families, and that it offers peace and quiet. The site provides many attractions such as a swimming pool, indoor sports, special children's activities and walks in the forest. The resort provides bikes for its visitors to use on site. Whinfell Forest also has increasingly rare red squirrels which helps, along with its car-free policy, to allow it to market itself as a place where people can get in touch with nature. There are (in Cumbrian terms) good public transport links with direct buses to Carlisle via Penrith running on an hourly basis during the day, and also running late into the evening.

- 3.3.2 These are just three examples, although there are many more tourist-orientated areas which operate successfully without allowing visitors to use cars. It can therefore be seen that allowing visitors unfettered use of cars to move around within an area is not a pre-requisite to developing large tourism based economies. Reducing car use across a geographical area can increase an area's attractiveness to visitors, allowing and even driving business growth.
- 3.3.3 However, it should be noted that the examples above are geographically self-contained. Islands in particular, allow for easy control of access points, and what occurs on the island. Mountain resorts (and there are a number in the Alps and in North America that operate in a very similar manner to Zermatt) are often at the head of a steep valley served by a single access road which again allows for a very clear gateway policy. Moreover, to an extent these examples are catering for a relatively homogeneous visitor group accessing a relatively similar set of facilities or activities.
- 3.3.4 This is in direct contrast to the area of focus. Firstly, this part of the south Lake District is not self-contained - there are many road links in and out of the area used by both visitors and locals. Moreover, settlement, whilst sparse, is widespread and there is active farming and forestry activity throughout the area. Consequently, any attempt to implement a traffic management scheme that restricted vehicular access would be likely to be complex and expensive to manage (would require many exceptions for local residents and businesses, with very frequent changes to the exception list, as well as active policing), and potentially intrusive.
- 3.3.5 Secondly, the attractions in the area serve quite different types of visitor, some of whom are far less able to transfer to non-motorised modes. There is significant access by older people to Hill Top and Hawkshead, and we observed very significant use of walking aids and wheelchairs by visitors to Hawkshead. Indeed, the volume of disabled visitors is such that Tarn Hows has a dedicated car park for blue badge holders that allows them to park with a view across the site so that they can experience the attraction without having to walk in. Moreover, the attractions, in contrast for example, to Zermatt, are several miles apart; the intervening landscape is hilly and even in summer (again in contrast to Zermatt) weather is unpredictable with a relatively high expectation of rain.
- 3.3.6 Nevertheless, the underlying lesson to be learned from experience elsewhere is that business benefits can accrue by developing an area where car use is lower. If this is accepted as a legitimate argument, and a goal for the study area then discussion can move forward to how this can be achieved.

3.4 A low carbon path for the project area

- 3.4.1 The recent document, 'A carbon budget for the Lake District' builds on previous work which has been done to develop an overall Carbon Strategy for the National Park. The overall target which has been set is to '*reduce emissions of carbon dioxide and other greenhouse gases by at least 1% a year...*'. It should be noted that this is an overall figure, and does not only relate to transport. There are nine categories of activity, two of which are:
- travel (visitors getting to and from the Lake District)
 - visitors and residents travelling within the Lake District.
- 3.4.2 We have concentrated on the second of these categories, because until options other than the car are seen as being viable for travelling around the study area, it is unlikely many visitors will be persuaded to leave their cars at home. Obviously, there are issues to be tackled around travel to the Lake District, but they apply not only to this study area, but to the Lake District as a whole. Our own direct research confirmed that information about moving about within the Lake District without a car is badly lacking in areas such as Greater Manchester, Merseyside and West Yorkshire which between them must contribute a significant proportion of day visitors to the study area. This must directly influence the choice of travel to the area – if it appears to potential visitors that travel around within the area is most conveniently undertaken by car, then it is counter-intuitive to attempt to solve the within-area use of cars by promoting non-car access to the Lake District.
- 3.4.3 The difficulties in tackling this significant source of carbon are reflected in the Action Plan proposing 'no actions' (and therefore no forecast reduction in carbon) for this activity – this of course means that the reduction in carbon produced from other activities will need to be greater than the average annual 1%.
- 3.4.4 Assumptions need to be made about the share that each of the activities will bear. One of the categories, renewable energy, will not in itself reduce carbon, but will of course make a significant contribution to displacing carbon-generating activities such as electricity produced by burning fossil fuels.
- 3.4.5 Visitors and residents travelling within the Lake District have been calculated to generate 18% of the carbon emissions generated by the LDNP, and the target reduction of carbon is around 1%. This seems like a relatively modest reduction, and there could, therefore, be a temptation to assume that business as usual, with a very few 'tweaks', for example improved publicity, could achieve this reduction.
- 3.4.6 We would argue, however, that there are factors and pressures which make this approach likely to fail. Car use is, as a general trend, still increasing. Furthermore, car use in rural areas is increasing at a faster rate than the average. Achieving a 1% reduction, therefore requires a much greater effort than might be supposed since growth will need to be inhibited and reduction achieved.

- 3.4.7 There is a choice to be made about the approach to reducing car travel, and the resulting carbon produced. One approach is to examine the target, and then develop 'trimming' measures such as refusing permission for new car parks. Taking the refusal to allow new car parks as an example, the disadvantages of this approach are that:
- it sets the planning system in opposition to business
 - it is by no means certain to succeed because of challenges and the creativeness of business in developing new car parking
 - It may stimulate off-site, unofficial car-parking
 - businesses still view adding parking as a competitive advantage, therefore have a vested interest in promoting parking.
- 3.4.8 The promotion of sustainable transport has three basic components:
- reduction of the need to travel by meeting needs locally
 - promoting modal shift so that what travel does take place has a smaller carbon footprint
 - offering choice of modes of personal transport to reduce tail-pipe emissions such as low or zero emission vehicles.
- 3.4.9 These can be combined in an area-wide approach, with measures such as promoting cycling routes, reducing vehicle speed, adopting an area-wide parking scheme and most importantly working in partnership with businesses in the area so that collectively, and therefore most importantly individually, they see the benefits in becoming a low carbon transport area.
- 3.4.10 Planners could have a key role in achieving this area-wide approach, but only if they are able to move from an essentially reactive way of working to a more proactive long-term way of working. Dealing with planning applications as they arise is always going to be an important, if not the most important part of the planners' work. However, with their detailed knowledge of the area, professional links to the strategic planning process and the business community, planners are well placed to become promoters, ambassadors, and evangelists for a low carbon transport area.
- 3.4.11 The contrast between the two approaches can be illustrated by considering the Grizedale experience. The redevelopment of the centre included a new bus service, which was in effect, a bolt-on service with no inherent ownership or risk. Grizedale prospers whether the bus service does or not; the bus operator gets paid whether passengers travel or not; the service is defined and developed as a reaction to the planning application and not as an integrated part of a movement strategy for the area. When the bus service did not attract viable patronage it was discontinued, and so the planning consent failed to have the desired impact on modal split or towards carbon reduction in the area.
- 3.4.12 In the absence of any, more creative, suggestions, the planners have no alternative but to refuse requests for additional car parking in future. Without an alternative movement strategy, this is perceived by local business as a straightforward barrier to expansion. Informal car parking and congestion result. This is an end result of stalemate and stagnation.
- 3.4.13 An alternative approach could be a local commitment to the underlying 'low carbon' objective, and a movement strategy for the area that reflects this, and requires commitment and participation from local businesses. This would allow the 'headroom' for business to enhance and expand the visitor experience based on the assumption that additional visitors would not necessarily arrive by car.

- 3.4.14 Business plans would have to contain an explanation how additional capacity within sustainable / low carbon modes can be developed to cater for the additional visitors anticipated, and any planning consent could include a requirement to monitor and report on modal split for visitor arrivals, with agreed targets (possibly absolute numbers, more likely relative proportions) for improvement over time, and penalties for failure to meet targets (such as incremental loss of car parking space). These matters would be a central issue in pre application discussions.
- 3.4.15 This would create active incentives for local partnerships with bus companies (and other transport providers) to develop an appropriate bus service / service mix, and the operators of the attraction would have a direct commercial interest in supporting and marketing these services (more passengers = more visitors = more income).
- 3.4.16 In turn LDNPA contributes through managing wider infrastructure components (e.g. Smartcard), out of area / generic marketing, and planners are provided with alternative models for mitigation which they can also apply to other applications. Car use is constrained, and there is less congestion and unofficial parking. The low(er) carbon objectives are achieved.

Workshop 2

3.5 Scenarios

- 3.5.1 In order to be able to consider a range of ways by which a low carbon future for the area might be realised, four scenarios were developed for the project, ranging from relatively modest to relatively strong interventions:

- Business as usual
- Target 'sightseers'
- Sticks and carrots
- Full low carbon strategy

The scenarios were initially developed for and then further developed during the second Workshop.

- 3.5.2 For each of the scenarios the following features are covered:

- Description
- Actions
- Impact on visitors
- Impact on attractions / businesses
- Impact on locals
- Deliverability
- Planning implications.

- 3.5.3 The scenarios are not intended to offer alternative options, with the intention that LDNP should select one of them for implementation. Their value is in showing a spectrum of possibilities to inform the debate about how to take forward land use and transport planning in more positive and productive ways.

- 3.5.4 To be clear here, the existing planning policies, transport strategies and so on were not taken as defining the scope of this exercise – aspects of the more ambitious scenarios clearly go beyond them. Nor does any one scenario represent current policy ambitions.

Business as usual

- 3.5.5 Business as usual represents a continuation of the existing stalemate. Essentially the problems that already exist will continue to get worse and the area cannot realise the potential it is seen as having.
- 3.5.6 The failure of the Grizedale bus and the pressure for more parking at popular visitor locations are examples of the kind of outcomes which can be expected in future if nothing changes.

Target 'sightseers'

- 3.5.7 This scenario recognises that 'sightseers' are probably the most productive group of visitors to target, as they tend to travel to and between a limited number of locations. Improvements to scheduled and organised bus services, supported by marketing, itineraries, and preferential entry to attractions would be the main interventions.
- 3.5.8 This is a relatively gentle nudge, for which the foundations have already been laid. Businesses, both attractions and transport operators, would benefit from greater and more reliable revenue. Benefits for local communities and for walking and cycling would be limited, though, as would the scope for realising the potential of the area. A step change in the relationship between land use and transport planning does not happen.
- 3.5.9 Team Tourism Consulting's 2009 report, 'What Makes You Move?' is a good example of this type of approach. Visitors to Cumbria were segmented into groups such as 'Active Independents' and 'Cultured Families'. Using these market segments to help understand visitor behaviour, actions can be targeted at particular segments so that, firstly, those groups most susceptible to change can be targeted, and secondly, any marketing activity can be appropriately designed and efficiently delivered to its intended recipients.

Sticks and carrots

- 3.5.10 For this scenario, in addition to the Target 'sightseers' measures, infrastructure changes such as development of a core matrix of hubs and public transport / walking / cycling links, and reduction of car parking outside the hubs are intended to tilt the balance of the local network in favour of non-car modes. This would require strong coordination, buy-in and lasting commitment, and also resources from a variety of partners, but would genuinely change the feel of the area for visitors. Those not using a car would have access positive public transport and walking and cycling experiences not possible elsewhere. The area would be better able to reach its potential for existing visitors and there could be capacity for increased visitor numbers, and so for diversification and growth in attractions and accommodation.
- 3.5.11 Local people would benefit from reduced congestion and increased public transport, though parking for locals would need careful management to avoid conflicts. Under this scenario it starts to become possible to fulfil the objectives and detail of Policy CS14.
- 3.5.12 The LDNPA's successful Local Sustainable Transport Fund Beacon Area bid includes significant measures which would count as 'carrots' in this scenario. Examples include;
- introduction of an electric bike network
 - bus-bike development
 - developing safe continuous networks for cycling, walking and wheelchair use.

Full low carbon strategy

- 3.5.13 This is a strategy to place cars at lowest priority for visitor travel, below public transport, cycling and walking, which would require an integrated non-car transport network for visitors of public transport, cycling and walking featuring measures such as quiet lanes, new off-road cycling and walking routes, peak period road closures / pricing for visitor vehicles and a reduction and rationalisation of car parking. For visitors the area would be clearly 'special', both because of how they travel in it and how it consequently 'feels'. This would be a unique selling point for the area. Car use would be awkward and visitor parking difficult and expensive.
- 3.5.14 Such a change in the transport dynamics of the area would create the space for existing attractions to develop and grow (meeting existing demand in some cases), and creating potential openings for new ventures, and a strong market for public transport providers and businesses supporting walking and cycling. Local people would also benefit from the existence of the new network, though their 'rights' of parking and use of restricted roads would need careful management.
- 3.5.15 Care would need to be taken that increased the capacity was not taken up private vehicles (a rebound affect) but people trading off cost against convenience – certain prohibitions would be needed to lock in the full benefits of the strategy.
- 3.5.16 The ambitions of Policy CS14 would be exceeded, as transport-sustainable growth would be possible, fully unlocking the potential of the area for visitors. This scenario, though, would be very challenging to deliver, requiring strong coordination, buy-in and lasting commitment, significant resources from a wide range of partners, and a committed leader and champion.

Business as usual

Description No change in existing policy, management and decisions	Actions No more car parking permitted Expansion of existing businesses limited New businesses limited	Impacts on attractions / businesses No potential for growth / diversification Negative impacts of congestion and user conflicts remain / grow	Deliverability Easy...!
	Impacts on visitors Congestion and user conflicts remain / grow	Impacts on locals Negative impacts of congestion and user conflicts remain / grow	Planning implications On the ground stalemate continues Policy objectives fail to be realised

Target 'sightseers'

<p>Description</p> <p>Target modal shift in 'day trippers' – couples / families / groups visiting one or more attractions in the area in a single day</p> <p>Actions</p> <p>Fuller version of Cross Lakes Shuttle and associated itineraries</p> <p>More organised / luxury tours with preferential rates and guaranteed / timed entry</p> <p>Focused marketing / interpretation</p>	<p>Impacts on visitors</p> <p>Improved experience for sightseers who wish not to use their cars.</p> <p>Car-borne visitors to attractions may find themselves disadvantaged.</p> <p>More breathing space for other visitors (though this could backfire and the 'slack' could be taken up)</p> <p>(limited potential for increases in cycling and walking)</p>	<p>Impacts on attractions / businesses</p> <p>Greater consistency in visitor numbers, and reduced parking problems for included attractions</p> <p>Some potential for limited growth / diversification</p> <p>Wider benefits of having more visitors with fewer cars</p> <p>Greater viability for transport operators</p>	<p>Impacts on locals</p> <p>Reduced congestion and user conflicts</p> <p>(limited improvement of availability of public transport for locals)</p> <p>Deliverability</p> <p>Relatively easy – building on existing initiatives</p> <p>Requires coordination which is not yet in place</p> <p>Planning implications</p> <p>Some progress as limited growth can be considered.</p> <p>Policy objectives still substantially fail to be realised.</p>
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Sticks and carrots

Description	Impacts on visitors	Impacts on attractions / businesses	Impacts on locals
<p>Wider targeting of visitor modal shift through development of a core matrix of hubs and public transport / walking / cycling links</p> <p>Actions</p> <p>As target 'sightseers' plus... Brockhole, Coniston and Hawkshead as hubs (with more parking?)</p> <p>Key public transport links and walking / cycling links in place</p> <p>Some reduction of car parking outside hubs</p> <p>Strong marketing of new network and itineraries, and also of parking restrictions</p>	<p>Improved experience for sightseers who wish not to use their cars.</p> <p>Cycling and walking experience better</p> <p>Wider range of visitors befitting from better public transport and walking / cycling links</p> <p>Car-borne visitors to attractions will find themselves disadvantaged.</p>	<p>Increased visitor numbers, and reduced parking problems for all attractions</p> <p>Potential for growth / diversification</p> <p>Wider benefits of having more visitors with fewer cars</p> <p>Greater viability for transport operators</p> <p>Opportunities for new enterprises – non-car transport business, new 'itineraries' possible, and wider range of locations become suitable for 'attractions'</p> <p>Parking in Coniston and Hawkshead needs careful management to protect use for locals and footfall.</p>	<p>Reduced congestion and user conflicts</p> <p>Increased availability of public transport for locals</p> <p>Additional parking in Coniston and Hawkshead could have negative impacts</p> <p>Deliverability</p> <p>Challenging – requires strong coordination, buy-in and lasting commitment.</p> <p>Also needs resources from a variety of partners</p> <p>Who undertakes the marketing and development?</p> <p>Who establishes the local coordination structures and what do they look like?</p> <p>Planning implications</p> <p>Policy objectives begin to be realised.</p> <p>More permissive approach to growth / diversification and new enterprises is possible.</p>

Full Low Carbon Strategy

Description	Impacts on visitors	Impacts on attractions / businesses	Impacts on locals
<p>Strategy to place cars at lowest priority for visitor travel, below public transport, cycling and walking</p> <p>Actions</p> <p>Integrated non-car transport network for visitors of public transport, cycling and walking.</p> <p>Quiet lanes</p> <p>New off-road cycling / walking routes</p> <p>Peak period road closures / pricing for visitor vehicles</p> <p>Reduction and rationalisation of car parking</p> <p>Strong marketing which presents the area as essentially limited for cars as well as emphasising all of the network and itineraries</p>	<p>Visitors perceive the area as 'special' both because of how they travel in it and how it consequently 'feels'</p> <p>High quality experience for public transport users, cyclists and walkers</p> <p>An area where its possible to experience things not available elsewhere</p> <p>Car use awkward and visitor parking difficult / expensive</p>	<p>Increased visitor numbers, parking problems for all attractions minimised, creating new opportunities</p> <p>Considerable potential for growth / diversification. Unique nature of the area brings new selling points. New types of visitor attracted.</p> <p>Strong viability for transport operators, both through modal shift and new users</p> <p>Strong opportunities for new enterprises – non-car transport business, new 'itineraries' possible, a wider range of locations become suitable for 'attractions'. Strong case for more accommodation in area.</p> <p>Parking in centres needs careful management to protect use for local and footfall.</p>	<p>Greatly reduced congestion and user conflicts</p> <p>Strong availability of public transport for locals</p> <p>Parking for local people needs careful management to avoid negative impacts</p> <p>Deliverability</p> <p>Very challenging - needs strong coordination, buy-in and lasting commitment.</p> <p>Also needs significant resources from a wide range of partners.</p> <p>Needs a committed leader / champion – Who? How?</p> <p>Planning implications</p> <p>Policy objectives fully realised.</p> <p>Different approach to planning enabled as policy can support considerable growth and diversification coupled with the integrated transport network.</p> <p>Exemplar area for others to follow.</p>

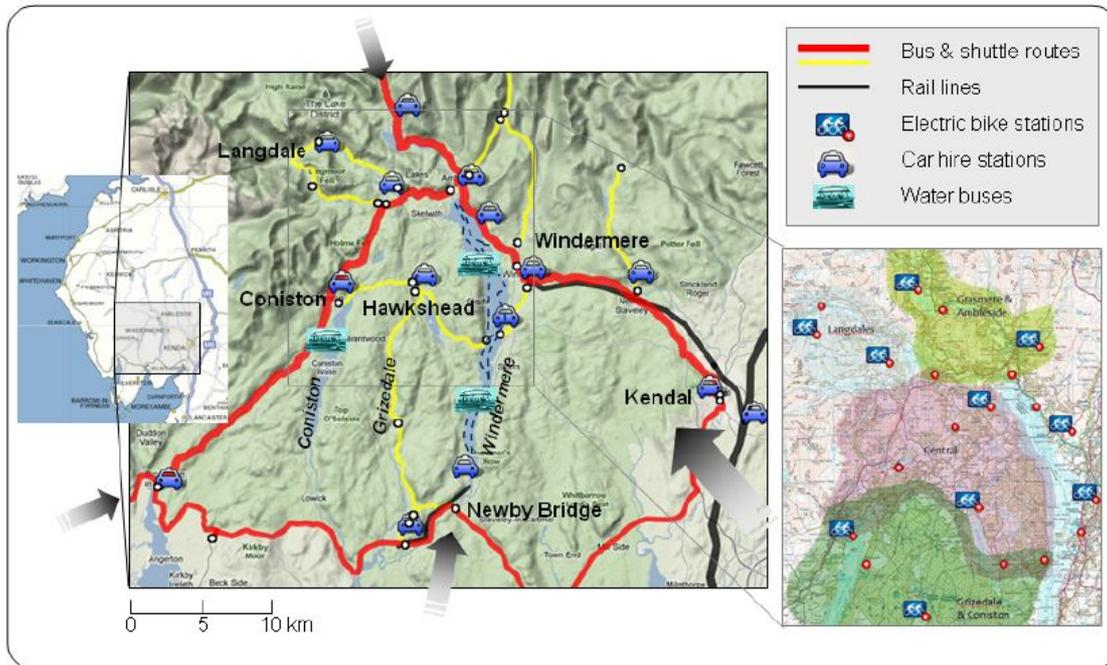
Scenarios summary

- 3.5.17 Overall, what the scenarios show us is that the ambitions of planning and wider policies can only be realised via network-wide change. This is not surprising, as the current state of the area is a long way from the aims of policies such as CS14 – car-dominated with a wide range of negative impacts. If infrastructure changes happen, then they can create the opportunities for individual development proposals to attach themselves to and effect the visitor modal shift which is desired. More widely, lower carbon transport becomes more viable, and walking and cycling more feasible.
- 3.5.18 In addition to the full visitor experience being improved, the stronger scenarios also have direct benefits for local attractions / businesses and local communities, and allow the necessary 'headroom' for the potential of the area for enhanced use by visitors to be realised. It is important to note that this level of change really cannot be expected to be 'driven' by individual planning proposals, even relatively large ones. There are two reasons for this – firstly, the change involved is larger and wider than one site can ever address, and secondly, most of the travel behaviour which needs to change is already in existence - already embedded in what visitors and residents already do, irrespective of any new planning proposals.
- 3.5.19 In addition, all of this would require considerable effort, commitment, coordination, and resourcing, led by the NPA in all probability. Reactive policies and piecemeal change cannot achieve it. It is most timely, therefore, that the NPA has recently been successful in its LSTF bid to make visitor travel more sustainable – the bid proposals are described and evaluated next in terms of this project.

3.6 LSTF Bid

3.6.1 The LSTF Beacon Area is significantly larger than this project's area, but this project's area is very much at the heart of it, as the map shows.

LSTF Beacon Area



3.6.2 Although worked on entirely separately, there are considerable overlaps between the project and the Beacon Area project, as for both the central focus is visitor travel. The full details of the bid have now to be filled in, but overall what appears likely for our project area includes:

Enhancing the passenger transport system

Project 1: Enhance the quality of public transport (especially bus services) within the target area, and integrating bus, boat & bike as a coherent network.

- Enhanced 'spine' and 'rambler' bus services - 'rambler' services running through the area
- New "bike bus" and "adventure bus" services – linking Grizedale
- Enhanced water-bus services on Windermere – to the west shore and into the area
- Better integration: easier bus – bike – boat interchange at key locations.

Project 2: Take action to combat traffic congestion, so increasing the reliability of bus services and making walking and cycling routes more attractive

- Variable message signage on key access corridors into the area
- Better management of existing car parking
- Time-variable parking charges
- Integration of parking payment with GoNoWLakes ticket deals
- Smart phone app pilot to enable people to check real-time local traffic delays and parking availability
- Widely advertised local festivals in tourist honeypot areas on a few weekends at the busiest times of year, facilitated by temporary traffic restrictions on minor roads with very high frequency shuttle services from the nearest hub

Project 3: Develop low emission local car hire, using existing car club infrastructure. Developing market-focussed flexible SMART ticketing.

- Low-emission and (possibly) electric vehicles at key points in the network develop the infrastructure required for these. Visitors will be able to book a car online or via their mobile phone, and use their GoNoWLakes card or smart phone to automatically unlock the vehicle at the start of the booking.
- The scheme will be marketed to residents and local businesses as well as visitors, to build-in complementary demand in the off-peak season.

Project 4: Develop our new GoNoWLakes smart card into the 'must-have' freedom pass for visitors to the Lake District, building in reduced costs and valid for:

- Travel on all buses & water-bus services in the central & southern Lake District
- Other services such as cycle hire and hire of local low-emission / electric cars
- Attraction entry or discounts on services as part of a ticket bundle

Also

- Payment at 'pay and display' car parks integrated into ticketing deals;
- 'GoNoW reward points' for users, which could be redeemed as discounts for entry to visitor attractions, or discounts for car parking
- Special packages for specific user markets (day visitors / staying visitors / families / staff / workers / residents / young people) or themed deals (e.g. 'culture' or 'activity') offering combined travel + entry to attractions.

Active travel: networks & promotion

Projects 5 and 6: Make it attractive for visitors to cycle for part of their holiday, and give easy access to a bicycle, including a network of electric-assisted bicycles.

- Making the most of existing quiet roads, off-road sections and cycle paths, and creating more cycle 'routes'
- Surfacing improvements and small infrastructure schemes to fill gaps in the network
- Routes will be comprehensively signed
- Some sections will be developed as routes shared with walkers and users of pushchairs and wheelchairs;
- Cycle parking at attractions along the routes
- Grading, special highlights / attractions on each route, information including weather-proof 'route cards and a cycle map of the Central / Southern Lake District, and downloadable route apps & bike satnav guides.
- Bicycles for hire available from accommodation providers and from strategically located 'cycle hubs', including electric-assisted bicycles children's bikes, tag-along bikes and 'Tramper' mobility scooters
- 'Cycle hubs' as a shop front for information about cycle routes programmes of cycle rides (targeted at different markets)

Smart marketing & promotion

Project 7: Develop and co-ordinate information relating to passenger transport

The outputs of this work will include:

- Development of a simple and appealing visual representation of the public transport network in the Southern Lake District
- An area travel guide for visitors

- Clear information about the times and costs of different travel options
- Delivery of branded and themed information across platforms
- Work with the top visitor attractions to ensure that their publicity gives clear information about how to reach them by public transport, walking & cycling
- Resources for accommodation providers to enable them to give relevant public transport information to their visitors
- Resources and training for staff of Tourist Information Centres (TICs) to give them the confidence to suggest 'brilliant days out' using passenger transport
- Information display boards at major bus stops, showing walking & cycling routes from the stop to nearby attractions;
- Attractive and easy to understand timetables posted at all bus stops and waterbus jetties
- Public transport, walking & cycling information boards at car parks and 'in a nutshell' information on the backs of pay-and-display car park tickets
- Consistent and eye-catching branding of vehicles, timetables, bus stops and all publicity materials

Project 8: Develop an awareness campaign to give visitors confidence that there are lots of choices available to them that do not require a car.

- A unifying brand identity for all sustainable travel initiatives in the Lake District
- A coherent sustainable travel "offer" is communicated to visitors at every stage during their stay
- Including sustainable access information in all publicity about visitor attractions
- Ensuring bus and cycle information is in the guest information folder in every hotel / B&B room
- Running an awareness campaign to gain visitors' engagement and support
- Working with the largest visitor attractions to develop a comprehensive visitor travel plan.

Project 9: Develop a campaign persuading visitors to travel to the Lake District by sustainable means (primarily train or coach) rather than bringing their car.

- Target groups of people to whom the sustainable travel choices on offer in the Lake District will particularly appeal
- Target those whose travel to the Lake District has the largest carbon impact, and within those areas, specific visitor types such as families and 'adventurous independent' couples
- Work with train and coach operators to develop attractive new offers for visitors from London and the SE, such as a Friday night / Sunday night Euston - Windermere/Penrith 'First to the Fells' train; 'bikers and hikers' coaches; and special ticket deals.
- Make sure that the 'last leg' of the journey is easy.

4 Discussion, recommendations and wider lessons

4.1 Discussion

The transport 'problem'

- 4.1.1 At certain times of the day, at certain times of the year the capacity of the area's road network is approached and sometimes exceeded in places causing congestion. In addition, these heavy traffic flows also lead to a general shortage of parking.
- 4.1.2 Even when road capacity is not at or near capacity, the relatively high volumes of traffic on the roads impact negatively on the visitor experience and the quality of life for local people, and dissuade pedestrians and cyclists from using the roads.
- 4.1.3 Fundamentally, then, it appears that the area has peak time capacity issues, and in this respect is more like an urban area than a rural one. However, the capacity issues are caused by visitors not residents, which is a key difference.
- 4.1.4 This, in turn, creates problems for planning practice whereby the the achievement of other planning objectives is frustrated by the dominance of the transport situation in the area. In turn, transport is also a crucial issue for carbon reduction.

The policy response

- 4.1.5 In response to the problem, policy makers have sought to reduce travel by car by visitors, encourages the use of alternative modes and restricts new parking and infrastructure improvements. Specifically, the pressures from high volumes of traffic on minor roads have been targeted for reduction, the dangers of exceeding the area's capacity have been highlighted, and a harmonious relationship between visitors, the local economy and the special qualities of the area has been sought. In addition the aim is to reduce the need to travel for visitors (we take this to mean reducing the 'range' over which visitors typically travel, as for most types of visitor, their 'travel' is part of the visitor experience).
- 4.1.6 The area is also seen as having potential for enhanced experiences for existing visitors and possibly capacity for additional visitors. Transport problems, though, stand squarely as obstacles to both.
- 4.1.7 Overall, the policy stance seems correct – the current carbon burden of transport by visitors and residents in the Park is far too high, unsustainable and so needs to be greatly reduced. However, the current travel patterns are heavily biased towards the car. There is a 'Catch 22' situation here – although alternatives to the car are available, the overbearing nature of car use makes them marginal and less attractive, reinforcing the choice of the majority to drive.
- 4.1.8 There is therefore a distinct gap between policy and implementation, because the means to realise the ambitions of policy are simply not in place. Private enterprise in the area is geared to and anticipates car use, and so, to a significant extent, are public related sector activities. Individual proposals for the enhancement of existing visitor enterprises, or even for new ones are unlikely, in themselves, to be able to bring about the necessary scale of change in the network and its use, which might to tip the balance away from car use, without exceptional effort and commitment from their operators.

4.1.9 Consequently, an approach is needed that is:

- Collective – it must involve the key stakeholders in the area, working together as willing and effective partners
- Viable – a top-down implementation, even with the advantage of LSTF funding, is likely to be unsustainable. The business plan for intervention and its resulting system design must incentivise local economic actors to actively promote and provide continuing financial (or in kind) support for the programme to bring viability
- Integrated – beyond the obvious transport service characteristics that mean that different modes meet each other, that accessibility is standard, that interchange is a pleasant and un-stressful experience and that the collective network collectively enables the vast bulk of visitor options to be experienced (e.g. runs late enough in summer). The choice of low carbon movement options is positively supported by the options provided by facilities and attractions in the area.

Low carbon futures

4.1.10 Low carbon transport can be successful in areas with large numbers of visitors. However this needs a combination of:

- An overarching planning approach to meet shared objectives
- An incentive structure that stimulates individual actors to participate
- A collective delivery system

4.1.11 The UK's planning and infrastructure management systems are not well attuned to this way of working. Nor is carbon measurement or reporting properly embedded in either our organisations, our taxation systems or our business management. Whilst nationally we have taken on international carbon reduction commitments and face very significant penalties for failures to meet these targets, these commitments have not yet been adequately localised, at least as far as transport goes. Local commitments, such as the 1% target reduction contained in the Carbon Strategy for the National Park discussed earlier, are therefore essentially discretionary. They are certainly not yet internalised by local economic actors throughout the National Park and are not stimulated by worthwhile and continuing incentives, nor by significant financial penalties.

4.1.12 The UK's approach to the regulation and delivery of transport services does not make integrated working a natural or normal phenomenon, and whilst there are examples of successful bus-bike, bus-walk and ferry-bike initiatives, rural examples of multi-modal integration are scarce. Successful small-scale examples, such as the Cross-Lakes Shuttle, tend to reflect personal and individual commitment which takes place independent of, rather than being supported or targeted by policy and planning.

4.1.13 There is a 'scale' issue for the area, which has implications for the NPA's general approach to movement planning and for the successful delivery of the LSTF Beacon scheme. The critical issue is which geographical scale the planning and resource management should be organised at. Too small, and there is not enough activity to be affected, without an excessive ratio of overhead costs. Too large, and this risks losing local commitment and identification with the project and prevents gathering a limited, linked collection of trip generators together for targeted marketing.

- 4.1.14 Resolving this issue will also have the effect of identifying whether coordination can be undertaken by an existing organisation or partnership structure, or requires new arrangements to be established.
- 4.1.15 Behaviour change requires consistent feedback loops. These need to be in place for visitors, so that they are both informed and rewarded, but also, very importantly, for the local partners in any low carbon movement scheme. A top-down imposition will not be sustainable.

A low carbon path for the project area

- 4.1.16 There is common agreement that planning policies and decisions *per se* do not contain the key to a low carbon path, both because of the restricted nature of constraints or requirements that could apply through the planning process, but also because of the infrequency of the opportunities for intervention.
- 4.1.17 The Workshops assembled a collection of relatively small-scale practical actions that could contribute to low(er) carbon movement throughout the area. However, these were mostly duplicated within the LSTF Beacon application (although at the time, most of those producing suggestions had not actually seen the application) and there is little point in reproducing them here, given the welcome success of the LSTF bid.
- 4.1.18 Some critical system-design points are worth mentioning here as they enhance the Beacon bid:
- A requirement for a simple system for measurement and reporting. If Carbon is the critical measure, and there is an expectation that local partners will alter their behaviour (and business decisions) to meet shared Carbon targets, then they need to have a simple, immediate and consistent system for measuring changes in Carbon use. A system that is only comprehensible to experts, or which requires a lot of effort, or is costly to calculate, or which can only be calibrated infrequently, will not be accepted, nor will it work to drive change. Even if full calculation is only undertaken annually, there have to be systems in place that provide partners with a running picture of their performance.
 - It would be worth attaching a value to the carbon involved, even if this is not a tradeable or cashable value. This value can be derived from the value of carbon that applies to the UK's national commitments.
 - It would be worth investing time in developing a shared low carbon vision for business development in the area (a sister project to this, also under the NWIEP banner, is addressing sustainable tourism). This has to provide each of the participants with some tangible examples of how other, similar businesses have gained from adopting a low carbon approach. This needs to apply on an individual basis as well as collectively, so as to engender amongst participants an individual commitment to making low carbon decisions for their own business, but also to see clearly the benefits of collective action, and of their contributing resources to this collective action to make it happen and to sustain it. Unlike some of the continental European examples, we do not have an accepted system of tourist taxation, and even less so, a system of environmental taxation implemented at local level (such as the Luftkurort Steuer – clean air tax for air spas – that has existed in Germany for at least 40 years). Consequently, financial contributions, whether by visitors or by local partners have to be voluntary, or in return for a service. Hence the need for an incentive structure that reflects local business objectives.

- The option of giving visitors the option of making a voluntary contribution should not be ignored. This could support the development of low carbon modes. This would require there to be clear feedback loops so that contributors can see how their contribution is making a positive impact, which in turn will enhance the visitors' experience.
- The various service developments need to be integrated through the provision of information. The LSTF application focuses on the benefits that will derive from the GoNoWLakes smart card but it also cites the need for smartphone apps. In our view, in the long term, the emphasis will need to be the other way round. Smartcards only 'do' something at specific locations and have only very limited potential for interaction with the visitor. By contrast, smartphones have the potential to do everything that a smartcard can do and much, much more, by allowing users to opt in to receiving relevant information and marketing messages in real time. Thus visitors could:
 - pay, both in advance and immediately, by smartphone, for travel and for parking;
 - obtain real-time information about bus and ferry activity, about the availability of hire cycles or cars, and about the availability of parking
 - obtain suggested itineraries downloadable to their smartphones with the necessary maps
 - obtain vouchers and real-time offers from attractions when they become aware through GPS derived information that the user is in the area. These offers, discounts and messages can act as 'nudges' to influence travel behaviour.
 - be guaranteed connections and/or back-up travel through their phone
 - receive background information about facilities throughout the area as well as satnav guidance (car / bike / walk) to them.

Projects 4 and 7 of the LSTF programme contain elements of this approach.

- Such an approach requires a local consolidating operation that provides the linkage between the operators, the attractions and businesses. Such models are now developing – The Loop in Wigan is an example that is relatively small-scale and potentially developable in an area such as the south Lake District. This really could act as the motor that would integrate, for example, parking and bus use, so that a single payment covers everything.
- Significant consideration needs to be given to the scale and nature of the planning and delivery partnership for the area so that they strike the right balance between localism and effective scale.

Scenarios

- 4.1.19 The scenarios confirm that the ambitions of planning and wider policies can only be realised via network-wide change. If infrastructure changes happen, then they can create the opportunities for individual development proposals to attach themselves to and effect visitor modal shift. More widely, lower carbon transport becomes more viable, and walking and cycling more feasible.
- 4.1.20 In addition to the full visitor experience being improved, the stronger scenarios also have direct benefits for local attractions / businesses and local communities, and allow the necessary 'headroom' for the potential of the area for enhanced use by visitors to be realised.
- 4.1.21 This would require considerable effort, commitment, coordination, and resourcing, in all probability led by the NPA. The LSTF bid to make visitor travel more sustainable presents a golden opportunity to tackle this.

LSTF Beacon Area

- 4.1.22 The Beacon Area will deploy a wide range of measures across the project area and more widely. Bus and water-bus services will be enhanced, parking will be rationalised, congestion better managed, low emission cars and bikes will be provided, smart ticketing and joined-up marketing will be introduced, cycle routes and parking will be improved, and cycle hubs created, and journeys to the Lake District will also be targeted.
- 4.1.23 The detail of the application of the full set of measures has yet to be rolled out, but for the project area they are likely to be very significant, and similar their ambition and effects to the 'Sticks and Carrots' scenario. This is a significant opportunity for the area to showcase more sustainable visitor movement and develop a UK-based exemplar for others to follow.

4.2 Recommendations

- 4.2.1 So far planning's contribution to low carbon transport in the area has been limited. It has discouraged development which would make the current transport situation worse, which is important, but it has lacked meaningful purchase on addressing the existing transport problem, or an ability to seek more positive and beneficial transport outcomes from development proposals. When the planning system did attempt to affect transport at Grizedale though the requirement for the developers to provide a new bus service, the approach failed, as arguably the response was too one-sided – i.e. just the provision of a bus, without any accompanying restrictions on other modes or wider marketing / connectivity.
- Planning policy and development management, alone, cannot have a decisive impact.**
- 4.2.2 So what can be done instead? **Partnership** is the keyword for achieving things in National Parks. Perhaps the most useful thing which development management planners can do when dealing with proposals for new attractions or the expansion of existing ones is to introduce applicants to transport management, operators and other attractions in their area to explore how to the objective of Policy CS14 might be met. The **LDNP Partnership** is the obvious forum for this work. The NPA should expect to set out the strategic case for action, and set the strategic framework for how to achieve it, but the lead for implementation will often rest with other partners, and it is these who applicants and development management need to engage.
- 4.2.3 **Pre application advice** and discussions are also therefore very important. The role of planning in solving the transport problem in the area is complex and subtle. Thus far all parties appear to have failed to fully grasp and explore this. Pre application discussions are where this should happen. Also, planners should be actively involved in transport planning and management in their areas. Their worlds already closely overlap. Where joined-up thinking is needed, planners are often the people who should be doing the joining up.
- 4.2.4 Such work, though on first sight looking like extra work, might well save work for the NPA in the longer run, as it would provide a coherent context for the consideration of individual proposals, rather than each one being considered afresh, and would also be more likely to produce the results policy aims to achieve. Planning for low carbon transport would then be a shared, partnership task, capable of being tackled more efficiently. Planners would also be able to contribute to the viability of the transport services their policy seeks to support. All of this, though, is about taking a more proactive approach to planning and development management - without this change cannot happen.

If planning works more closely with partner activities also concerned with low carbon transport greater overall change an impact are likely to be possible.

- 4.2.5 As discussed above, the simple provision of infrastructure, such as a bus service, in addition to potentially, in itself, not being very effective in achieving modal shift, appears to the applicant more as a tax on the development rather than as an integral part of the planning consent. Certainly, there is little incentive for long term engagement with transport issues, local partnership and improving transport performance over time if all that is expected is a one-off contribution divorced from any wider engagement. In the longer term approaches such as across the board contributions from new development for transport measures may be effective, but are not in play at present.
- 4.2.6 An alternative is to focus on transport outcomes in relation to development, and applicants' responsibilities for delivering these outcomes instead of focussing, more narrowly, on provision of infrastructure. Thus when proposals for new attractions or the expansion of existing ones are met favourably, a requirement on the grant of planning permission would be that certain transport outcomes would have to be achieved, either initially or over time, but that the way in which they were achieved was up to the applicant and their partners.
- 4.2.7 The outcomes could relate to the modal split of visitors to the site, the numbers using particular modes, or on the number of cars parked on site. In this way applicants could invest in whatever means best delivered the outcomes, and at the same time as they developed their enterprises, supporting enterprises in embedding better transport performance as they grew. Another example is that permission could be given for extra parking initially, but this would then be reduced over time, incentivising investment in other ways of getting visitors to and between attractions. Rather than being a hurdle to overcome for businesses, collective transport would be an issue they had to build into their business planning in an ongoing basis. Both applicants and planners would be looking to harness helpful 'nudges'.
- 4.2.8 Conditions would be one way to do this, but in all but the simplest circumstances they are likely to be insufficient and so legal agreements will be more appropriate. This would allow for monitoring, remedies in case of failure and further progression in case of success.

Greater focus on transport outcomes, and innovative ways in which to build these into planning decisions may achieve better results for both applicants and planning objectives.

- 4.2.9 There also seems a good case, for applicants, planners and transport providers and managers, for greater Park-wide guidance on how transport objectives can be pursued through development management and individual planning applications. The most obvious vehicle for this would be a low carbon Transport **Supplementary Planning Document**, prepared by the NPA with support from the LDNP Partnership. This could guide pre application discussions, frame the content of any transport assessments and travel plans which might support applications, and also suggest how appropriate conditions and legal agreements might be used to control the transport aspects of development, and thus allow consents to be granted.

- 4.2.10 The final consideration here is the overall development of the area, as envisaged in the Core Strategy, and more widely. Particularly now it has been confirmed that the Beacon Area project will go ahead, there is a probability that the anxieties in policy concerning overloading the area, especially its minor roads, may be overcome. This would create space for a new debate about a harmonious, mutually reinforcing relationship between visitors, local businesses and communities, and the landscape and environmental resources of the area. For some transport measures there will also be critical masses which need to be achieved.
- 4.2.11 The overall point here is that the area may well function and feel better in future. This should increase its appeal to and capacity for visitors, and so also benefits for local communities and the local economy. Current policy has not been written fully in anticipation of this. It is a simple but important point that if such a change in the area is achieved planning policy should be expected to keep up and play its part in both supporting and embedding positive change for the long term.

4.3 Wider lessons

- 4.3.1 This is quite an unusual area, with high transport pressure at certain times of the year and certain times of the day. This creates both the transport problem and also sufficient pressure to make solutions to it feasible and viable. We need to be careful, then, in drawing wider lessons.
- 4.3.2 The sorts of areas which are likely to be similar to this within the Lake District are:
- the Langdales
 - the eastern shore of Lake Windermere
 - around Derwent Water and into Borrowdale
- 4.3.3 Outside the Park, in other National Parks, the parts of the Peak District and the New Forest are the most likely to also share common characteristics.
- 4.3.4 Partly it is the pressure in the area, and partly the ambition as expressed in the Beacon Area which sets this area apart from most of the countryside. It is therefore unlikely that many rural areas will aspire or be capable of supporting the measures intended in the Beacon Area, however, the principles set out in the Low Carbon futures and Low Carbon path sections above will apply more widely.
- 4.3.5 In addition, the suggestions that planners place their transport engagement with proposals within wider transport partnership working and engagement would clearly be useful more widely, as would the idea of focusing on transport outcomes for rural planning applications rather than specific measures or criteria.