



# Annual Monitoring Report of Planning Performance

April 2013 – March  
2014





# Lake District National Park Annual Monitoring Report 2013-14

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# 1 Introduction to the Annual Monitoring Report

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

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

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

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

## **Why it matters**

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

## The Implementation of the Local Development Scheme

The Local Development Scheme (LDS) sets out the timetable for the preparation of the Local Plan. This section reviews the progress we have made against the targets and milestones set out in the LDS for the period April 2013 to March 2014. The LDS was also reviewed in January 2014.

### **Our Local Plan and progress against the Local Development Scheme**

We have an adopted, up-to-date Local Plan, and so the current LDS does not incorporate proposals for any further planning policy guidance to be produced between 2014 and 2016 inclusive.

During the 2013-14 monitoring period, we completed the production of Part Two of the Local Plan, the Allocations Plan.

The Allocations Plan identifies suitable, available land for priority developments throughout the Park. This supports the development of sites for affordable housing and employment uses, and provides a framework to enable the regeneration of Bowness Bay and The Glebe. It also designates important local green spaces, where development would not normally be supported.

The Allocations Plan was adopted in November 2013, one month after the October date anticipated in the LDS. All other milestones for its production were met.

For completeness, Figure 1 shows the timetable as it appeared in the 2012 – 2014 LDS. Figure 2 shows the timetable published in the 2014 – 2016 LDS.



Figure 2:

Lake District National Park Local Development Scheme													Jan 2014 - Dec 2016																																			
	2014												2015												2016																							
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec												
<b>Local Plan</b>																																																
<b>Core Strategy</b>	Adopted												R R R R R R R R R R R R												C C C R R R R R R R																							
<b>Policies Map</b>	Adopted																																															
<b>Allocations of Land</b>	Adopted																																															
<b>Minerals Safeguarding Areas</b>	Adopted																																															
<b>SPDs</b>																																																
<b>Ambleside Campus</b>	Adopted																																															
<b>Landscape Character</b>	Adopted																																															
<b>Housing Provision</b>	Adopted																																															
<b>Wind Energy</b>	Adopted																																															
<b>Site specific guides / development briefs</b>	Ongoing - as required												Ongoing - as required												Ongoing - as required																							
<b>Key</b>																																																
Consultation on document	C																																															
Consultation on published document	P												Pre-hearing meeting	M																																		
Publish AMR	G												Hearing in Public	H																																		
Secretary of State	S												Receipt of Inspectors Report	I																																		
Adoption	A												Review of document	R																																		

### 3 Performance of Development Management Team

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

#### Planning applications

3.2 We received 982 planning applications, which is broadly consistent with the level in previous years. We made decisions on 964 applications and, in line with previous years, approvals continued to be high, at 91 per cent. Our consistent results are a reflection of the considerable efforts being made with our development management approach. We believe one of the reasons for the high approval rate is the effort we put into giving pre-application advice. We have duty planners available for the public to speak to every day during the week and we hold free planning surgeries in locations throughout the national park, which allow people to obtain detailed planning information from a qualified planner.

3.3 Of the decisions made on planning applications, 89 per cent were decided by our staff acting under delegated authority, with the remaining applications decided by the Development Control Committee. The percentage is similar to the levels in previous years. This figure is directly influenced by our approved Scheme of Delegation, and although it is slightly below the national target of 90 per cent, the difference is not enough to cause us any concerns.

Year	Number of planning applications received	Number of planning applications determined	Percentage of applications approved (%)	Percentage of applications decided under delegated powers (%)
2013-14	982	964	91	89
2012-13	928	867	93	86
2011-12	1,143	1,051	93	87
2010-11	1,077	998	91	85
2009-10	1,079	924	91	89
2008-09	971	891	91	88

#### Speed of processing planning applications

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

3.5 We exceeded all three targets for determining major, minor and other planning applications. We believe this is due to taking a more project management approach to managing applications, as well as making the most effective use of staff resources. These figures do not include applications subject to Planning Performance Agreements.

Year	Percentage of different types of planning applications determined within timescale (%)					
	Major applications (target 13 weeks)		Minor applications (target 8 weeks)		Other applications (target 8 weeks)	
	LDNPA	Target	LDNPA	Target	LDNPA	Target
2013-14	61	60	71	65	89	80
2012-13	63	60	72	65	86	80
2011-12	68	60	66	65	80	80
2010-11	58	60	67	65	75	80
2009-10	86	60	68	65	80	80
2008-09	64	60	66	65	84	80

- 3.6 We also determined nine planning applications with Planning Performance Agreements, where the timescales were negotiated separately. All of these were determined within the agreed timescales.

#### **Satisfaction with the Development Management service**

- 3.7 Historically we have measured the satisfaction of planning applicants with our service by carrying out a survey every other year. The last questionnaire was sent to planning applicants, or their agents, in 2011-12. We are looking at developing a new, improved way of measuring the quality of our service, which will ask a wider range of customers about their experiences on the journey through the whole of the planning process.

Year	Percentage of planning applicants either 'very satisfied' or 'fairly satisfied' with the Development Management service (%)
2011-12	76
2009-10	71
2006-07	73

#### **Appeals against planning decisions**

- 3.8 We received a very low number of planning appeals, compared to the total number of applications determined. The 18 appeals received was the same number as the previous year and a fall from the two years before that. The low number is possibly as a result of the high approval rate.
- 3.9 During the year 15 appeals were decided, of which six were successful. This is 40 per cent, which is above the national average of 35 per cent. Of the six appeals that were allowed, five were committee decisions, of which two were in accordance with recommendation. We carried out an analysis of the appeals and did not identify any policy or other trend in the appeals which were allowed.

Year	Number of planning applications determined	Number of planning appeals received	Number of planning appeals decided	Percentage of planning appeals allowed (%)
2013-14	964	18	15	40
2012-13	867	18	20	35
2011-12	1,051	32	23	43
2010-11	998	32	31	45
2009-10	924	21	16	25
2008-09	891	22	32	34

### Planning Enforcement

- 3.10 We received 214 reports of potential breaches of planning control, a slight reduction from the previous year. The trend over the past few years has been of a falling number of reports. This suggests that less people are breaching planning control. Some of our proactive work, such as our work on advertisements, may have resulted in the public being more aware of planning controls.
- 3.11 The percentage of initial investigations into reports of potential breaches of planning control carried out within 15 working days was 75 per cent. The figure is lower than previous years. This is partly because we have changed our working arrangements to work more efficiently, by visiting several sites in one area at the same time, in order to reduce our mileage and associated carbon emissions, and financial costs.

Year	Number of reports received of potential breaches of planning control	Per cent of reports of potential breaches of planning control initially investigated within 15 working days (%)
2013-14	214	75
2012-13	237	84
2011-12	269	83
2010-11	269	80
2009-10	290	89
2008-09	328	90

## 4 Monitoring our policies

### What are we monitoring?

- 4.1 Current planning legislation places an increased emphasis on the plan, monitor and manage approach to planning. This requires Local Planning Authorities to produce an Annual Monitoring Report (AMR) on planning performance.
- 4.2 The AMR covers the monitoring period 1 April 2013 to 31 March 2014 and focuses on the effectiveness of the policies in the adopted development plan during that time. The Core Strategy (Local Plan Part One) which sets out the vision, objectives and spatial strategy for the National Park was adopted in October 2010. The Allocations of Land (Local Plan Part Two) and Minerals Safeguarding Areas (Local Plan Part Three) were adopted in November 2013 and the relevant indicators have been built into this AMR.
- 4.3 The main assessment is structured to reflect the spatial development strategy and area based policies of the Core Strategy for the National Park. The spatial development strategy serves to protect the special qualities of the National Park whilst the Area based policies recognise that the National Park contains some diverse landscapes and communities, which face their own unique sets of issues, opportunities and aspirations.









### How do we monitor?

- 4.4 We use 'local indicators'. These are measures of information or data that show us what is happening at the local level. They are helpful in giving an overview of what changes are occurring and the effects on environmental, social and economic conditions. And they are also useful in examining the implementation of policies. Local indicators are set by us to monitor activities that result from implementing planning policies; they include National Park indicators.
- 4.5 Data is collected through internal data management systems, annual surveys and information provided through partner organisations.

### How do we measure our success?

- 4.6 Each indicator has been allocated a status of either:
  - Green – agreed targets or measures of performance are currently being met or exceeded;
  - Amber – agreed targets or measures of performance are not being achieved but not a recurring trend or concern;
  - Red – agreed targets or measures of performance are not being achieved and it is unlikely that this will be addressed without specific interventions.
- 4.7 Of our Core Strategy, Allocations of Land and Mineral Safeguarding Areas indicators shown in this report, there are 67 indicators with a green status, 9 with amber and 2 with red. Some of the indicators have no status assigned as yet this year, as the data is not yet available to allow performance to be assessed.

## 5 Spatial Development Strategy

Indicator(s)	Actual	Target	On Target
<b>CS01: National Significance and distinctive nature of the National Park</b>			
For proposals outside the National Park – Number of applications we have recommended refusal, but have been approved by neighbouring planning authorities	0%	Smaller Better	
Planning applications approved supported by policy	17	Bigger better	
Planning applications approved contrary to policy	1	Smaller better	
<b>CS02: Achieving vibrant and sustainable settlements in the National Park</b>			
Planning applications approved supported by policy	454 (99%)	Bigger better	
Planning applications approved contrary to policy	6	Smaller better	
Number of settlements in the National Park with four, five or six services choosing from: convenience store, meeting place, primary school, public house, post office, doctors surgery	30 (88%)	Bigger better	
<b>CS03: Settlement Form</b>			
Planning applications approved supported by policy	23 (100%)	Bigger better	
Planning applications approved contrary to policy	0 (0%)	Smaller better	

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

#### Context

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

- 5.4 This duty extends to all neighbouring authorities and other bodies in considering development proposals inside and outside the National Park – including developments which would affect its setting despite being outside the National Park boundary.

### **Issues**

- 5.5 Whilst the purposes and duty are implicit in the decisions we take (and indeed are reflected by the Vision for the Lake District National Park), it is important to review our use of Policy CS01, particularly for those rare but significant cases where an irresolvable conflict between purposes is possible. This will confirm whether decisions are indeed being taken in accordance with the policy, and if not this will trigger an appropriate action to address this.
- 5.6 Of equal importance is the decision-making by other bodies and organisations, in particular the four neighbouring local planning authorities. We need to monitor their decisions where they could be contrary to National Park purposes and duty, as this duty extends to their remit also.

### **Analysis**

- 5.7 Between April 2013 and March 2014, we were consulted on five applications for renewables energy on sites outside the National Park. We are not aware of any applications where we have recommended refusal but which have subsequently been approved by a neighbouring planning authority.
- 5.8 We received 22 planning applications where Policy CS01 was particularly relevant to their determination. 17 of these were in accordance with the policy and were approved, five were deemed to be contrary to Policy CS01. Of the five applications deemed contrary policy only one was approved.

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

### **Context**

- 5.9 The aim of Policy CS02 is to direct development of all types to the most appropriate location. This requires an effective settlement hierarchy to give this clarity, to enable development to support and maintain the vibrancy and sustainability of settlements and their hinterlands.
- 5.10 The level of development needs to be proportionate to the size and population of individual settlements and their capacity to accommodate further development.
- 5.11 The settlement hierarchy is as follows:
- Rural Service Centres
  - Village
  - Cluster Communities
  - Open countryside

13 settlements have been identified as Rural Service Centres and a further 21 as villages, based on the availability of local service provision in these locations.

- 5.12 At least 50% of development will be facilitated in Rural Service Centres; 20% of development will be facilitated in Villages. By default, up to 30% of development is anticipated in Cluster Communities and/or in open countryside.

### **Issues**

- 5.13 The proportions of development anticipated at each level of the settlement hierarchy are derived from where the population of the Lake District National Park lives - i.e. 50% live in Rural Service Centres, 20% live in Villages, and 30% live in either Cluster Communities or in open countryside.
- 5.14 There is unsurprisingly a direct correlation between where people live and the number of certain types of planning application received in those places. The figures are based on all development which requires planning permission – this can range from minor house extensions to major schemes.
- 5.15 It is important to stress that the type and scale of proposal likely to get planning permission in different places does differ – Rural Service Centres are the focus for contributing towards meeting local housing and employment needs for example, because this is the most effective way of bringing homes, jobs, services and facilities closest together.
- 5.16 However, because of environmental and landscape constraints in every Rural Service Centre, this limits their capacity to accommodate new development. So we also recognise that small scale housing, employment and other developments in villages, cluster communities and sometimes in the open countryside are sustainable, where appropriate opportunities arise.
- 5.17 This approach has been introduced by the Core Strategy – previous planning policies were less flexible and rarely offered support for new dwellings outside of identified settlement boundaries. This was exacerbating pressures in these areas and, with the adoption of the Core Strategy, the release of this development pressure is evident in the relative proportions of applications approved across the settlement hierarchy.
- 5.18 The Allocations of Land (Local Plan Part Two) document adopted in November 2013 provides a mechanism to facilitate residential and employment developments to locations consistent with Policy CS02.
- 5.19 The settlement hierarchy was identified following the exploration of a community's access to and/or availability of a range of services and facilities. These include access to schools, shops, post office, community facilities and doctors' surgery. Since the writing of the Core Strategy, we are aware that some of the local services provided in the villages, in particular, are facing challenges to their viability and long term sustainability.

## Analysis

- 5.20 The table below outlines the proportions of all development approved during the period 01 April 2010 to 31 March 2014, by settlement type.

Settlement Type	Percentage of total applications granted			
	2010-11	2011-12	2012-13	2013-14
<b>CS02a</b> – approvals in Rural Service Centres	35.1%	28%	77%	38%
<b>CS02b</b> – approvals in Villages	9.5%	11%	21%	12%
<b>CS02c</b> – approvals in Cluster Communities and Open Countryside	55.4%	61%	2%	50%
<b>Total of CS02a, b and c</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

- 5.21 The proportions of all development at each level of the settlement hierarchy reflect the intentions stated in Policy CS02. This approach serves to reinforce the traditional settlement pattern, restricts non-essential development in the open countryside and ensures on-going protection for the National Park and its Special Qualities.
- 5.22 It would appear that despite Policy CS02 directing development to the most appropriate locations, only in the monitoring period from 2012-13 did development in Cluster Communities and Open Countryside register below the desired target. We may need to investigate the detail behind these applications; to identify if they are responding to a specific need, or whether we need to look at our policy in the light of changing circumstances.
- 5.23 All of the 13 identified Rural Service Centres, with the exception of Gosforth and Bootle, have maintained access to or availability of six or more local services. The effects of the continuing economic downturn will undoubtedly have a bearing on local service provision and ultimately our ability to meet our aspirations for the settlement hierarchy. This will be considered in the future review of the Core Strategy.

## CS03: Settlement Form

### Context

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

### Issues

- 5.26 Rather than having settlement boundaries which can be somewhat arbitrary delineations over where is or is not well related, regardless of the scale or character of proposed development, CS03 provides guiding principles on determining the acceptability of development on any given site.








- 5.27 The policy does however acknowledge that in some places, it is possible that the combination of pressure for development and the nature of environmental constraints or other constraints mean that a development boundary may be the most appropriate development management tool.
- 5.28 The trigger for considering delineating a settlement boundary is reflected by the indicator for this policy – where we find that applications are consistently being refused against this policy it will be apparent that there is pressure for development that cannot be accommodated in the settlement using the criteria of the policy.
- 5.29 If such trends emerge, we will use the Annual Monitoring Report to establish whether, for instance, housing consents are being granted at an appropriate rate and at a level in line with both the identified need of the locality, and the apportionment of development within Policy CS02 and the Distinctive Area policies.


### **Analysis**

- 5.30 During the monitoring period no planning applications were approved which were deemed to be contrary to Policy CS03.
- 5.31 47 applications made specific reference to Policy CS03, all were considered to be in accordance with the policy, 97% and were approved.
- 5.32 Four applications were refused due to being contrary to Policy CS03.
- 5.33 These findings are positive; it indicates that the policy is effective and that unmanageable pressure for development is not occurring in any settlements to date.

## 6 Area based policies

### CS04: North Distinctive Area

Local Indicators	Actual	Target	On target
Planning applications approved supported by policy.	100%	Bigger better	
Planning applications approved contrary to policy.	0%	Smaller better	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	5 19	15 per annum Park wide	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		
Number of houses built, by type <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	13 6	15 per annum Park wide	
Number of houses provided, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		
Area of land allocated as Local Green Space lost contrary to policy CS21	0%	zero	
Percentage of employment floorspace granted planning permission by employment type. <ul style="list-style-type: none"> <li>B use classes</li> <li>Sui generis employment uses</li> <li>Other use classes</li> </ul>	100% B1 B2 B8	100% of planning applications are granted planning permission	
Amount of additional employment floorspace granted planning permission.	722m <sup>2</sup>		
Amount of additional employment floorspace completed. 25% of 0.217ha (0.217ha is a 35% plot ratio development of 0.62ha- the annual completion target, see Annex 1)	357m <sup>2</sup>	542 m <sup>2</sup> per annum	
Number of applications for change of use of employment uses approved.	No applications	Smaller better	No data
Amount of additional floorspace for town centre uses granted planning permission within central shopping areas.	405m <sup>2</sup>		
Amount of additional floorspace for town centre uses granted planning permission outside central shopping areas.	592m <sup>2</sup>		
Number of applications relevant tourism development by distinctive area.	4	n/a	

Percentage of planning approvals in North Distinctive Area.	23%	25%	
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### Context

- 6.1 The North Distinctive Area is a mix of upland limestone, high fell fringe, rugged high fell and upland valleys, woodland and lakes. It hosts a settlement pattern of small villages, hamlets and dispersed farmsteads, supported by a network of minor secondary roads. There is also evidence of prehistoric settlement and industrial archaeology.
- 6.2 Approximately 10,700 people live in this distinctive area, and it has strong social and economic links with the larger towns outside the National Park towards the west coast. Although these towns offer the main high tier services, Keswick has a distinctive and vibrant central shopping area and a secondary school which serves a large catchment area.
- 6.3 Keswick and Caldbeck are identified as the rural service centres for this area. They provide the focus for development, which includes more affordable housing, employment sites and sustainable tourism opportunities.
- 6.4 Low / High Lorton, Embleton, Bassenthwaite, Threlkeld, Braithwaite, Portinscale and Rosthwaite / Stonethwaite are the named villages, where small scale housing development, employment uses and children’s play areas are encouraged.

- 6.3 The housing market is unbalanced. Many local residents cannot afford housing. Mean House Price to Household Income is 9.8 (CACI 2013) and 251 new affordable homes are required by 2018. There is a high number of holiday lets and second home ownership. Couple this with the number of empty properties and you have a high percentage of the existing housing stock not used for permanent occupation. By way of example, in Above Derwent Parish it is 38.64%, in Underskiddaw Parish 36.11% and 44.25% in Borrowdale Parish. Areas around Keswick and Borrowdale are the main areas for visitor accommodation and attractions, whilst other areas, particularly around Caldbeck and Uldale, have a quieter character where tourism is less well developed.



### Issues

- 6.4 Development is needed to support the local economy and contribute towards meeting the local affordable housing need, but there is limited capacity to accommodate change without compromising landscape character, visual sensitivity and cultural sensitivity.
- 6.5 The economy relies on tourism and retail, which generally offer only low paid part-time and seasonal employment. And many jobs are low skilled. There is a lack of start-up businesses and business premises to which they can locate to. The agricultural sector is experiencing decline and farm diversification schemes are becoming more common.









- 6.6 The traditional settlement pattern and poor public transport in some areas means that people rely on private transport. The current high cost of fuel is challenging the mobility of rural communities.
- 6.7 A significant proportion of accommodation is tourism-related. Demand for all types of housing remains high. Inflated house prices, a shortage of rental properties and long waiting lists for affordable housing has created an unbalanced housing market. There is an acute need for more affordable housing, especially in Keswick. Community facilities vary and some settlements lack open space and playground provision. There is a demand for allotments in Keswick and Above Derwent.

### **Analysis**

- 6.8 In Policy CS04 we anticipate that approximately 25 per cent of development will be in the North Distinctive Area. During this monitoring period 23 per cent of the planning approvals were in this area. This is slightly lower than the target but the difference is not significant enough to indicate that there is a problem. In addition, of those applications processed that were supported by the policy, 100 per cent were approved. No applications which were contrary to the intentions of the policy were approved.
- 6.9 The 25 per cent of development corresponds to 15 homes per annum based on our annualised target of 60 homes. The number of new build completions minus demolitions, together with any gains or losses through change of use and conversions shows that, in the North Distinctive Area, 19 dwellings were provided during 2013-14, which is above target. This includes 13 affordable homes, four local needs dwellings, one agricultural workers dwelling and one live work unit. Although we have no control or influence over whether houses are ultimately built, our monitoring records show 74 units are currently under construction which shows delivery is taking place.
- 6.10 We have also monitored the percentage of approved planning applications for new housing in the North Distinctive Area. A total of 24 new houses have been approved, which includes five for local affordable need, 19 for local need houses. 15 of these were in a Rural Service Centre, three in villages and six in cluster community and open countryside locations. Approximately 62 per cent of the housing approvals were in Rural Service Centres which is in accordance with the objectives of policy CS02. No applications for open market housing or gypsy or traveller sites were received.
- 6.11 The Allocations of Land (Local Plan Part Two) document was adopted in November 2013, this identified a total of 2.83ha across the distinctive area which we consider suitable for affordable housing to meet the identified affordable housing need until 2025. See Annex 2 and 3.
- 6.12 We only have five months of monitoring against the indicators for the Allocations of Land (Local Plan Part Two). During this time, 10 affordable homes and one local need home were built on allocated site ref KE01H. In addition we approved business development on 0.44ha of allocated employment land adjacent to Four Season depot Threlkeld. See Annex 2 and 3.
- 6.13 Four applications for new tourism developments or improvements were granted approval. Two of these were in a Rural Service Centre. Approximately 50 per cent of these applications were for the re-development, extension and improvement to existing tourism accommodation, facilities and attractions.

6.14 During the monitoring period 357m<sup>2</sup> of employment floorspace was completed against the target of 542m<sup>2</sup>. We report on additional floorspace in square meters as opposed to hectares as this translates to number of jobs created more accurately. Within the Central Shopping Area of Keswick, we have approved applications for the provision of 207m<sup>2</sup> of floorspace to serve A3 use class and 455m<sup>2</sup> of floorspace for D2 use class. This was despite a loss of 257m<sup>2</sup> of floorspace for A1 use class. Outside of the central shopping area we have approved a further 592m<sup>2</sup> floorspace for A1 use. This additional floorspace has the potential to create approximately 30 new full time jobs in this distinctive area.

## CS05: East Distinctive Area

Local Indicators	Actual	Target	On target
Percentage of applications processed that support the policy and are approved	100%	Bigger better	
Percentage of applications processed that are contrary to the policy and are approved	0%	Smaller better	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	1 12	4 per annum Park wide	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		
Number of houses built, by type <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	0 8	4 per annum Park wide	
Number of houses provided, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		
Area of land allocated as Local Green Space lost contrary to policy CS21	No applications received	zero	
Percentage of employment floorspace granted planning permission by employment type. <ul style="list-style-type: none"> <li>B use classes</li> <li>Sui generis employment uses</li> <li>Other use classes</li> </ul>	0	100% of planning applications are granted planning permission	No data
Amount of additional employment floorspace granted planning permission.	0		
Amount of additional employment floorspace completed. 11% of 0.217ha. (0.217ha is a 35% plot ratio development of 0.62ha- the annual completion target, see Annex 1)	0	238.7 m <sup>2</sup> p.a.	
Number of applications for change of use of employment uses approved.	0	Smaller better	
Amount of additional floorspace for town centre uses granted planning permission within central shopping areas.	0		
Amount of additional floorspace for town centre uses granted planning permission outside central shopping areas.	25m <sup>2</sup>		
Number of applications relevant tourism development by distinctive area.	3		
Percentage of planning approvals in East Distinctive Area.	15%	7%	

## **Context**

- 6.15 The East Distinctive Area is characterised by the rugged and craggy volcanic high fells of Helvellyn, Fairfield and High Street massifs split by the upland valley catchments of Ullswater and Haweswater/Lowther. This is a predominantly rural area and has the lowest population of any of the distinctive areas with just 3700 people. Settlements are sparse and small-scale with this distinctive area having only one Rural Service Centre – Glenridding and Patterdale. A number of smaller settlements also provide some basic services but areas outside the National Park, such as Penrith, have an influence on communities in the East and how they access services.
- 6.16 Agriculture and Tourism play a significant part in shaping the area's economy. There is a higher proportion of self-employment, and the majority of firms are small, lifestyle and family established businesses. Ullswater is the main focus for visitors. It is one of only four navigable lakes in the National Park. And it offers a range of water-based recreation activities. The Ullswater Steamers are a significant attraction but fell walking, climbing and other mountain pursuits are also very popular throughout the year and Helvellyn is possibly one of the busiest summits in the National Park. Much of the accommodation in this area is close to the lake, with significant hotels at Glenridding, Patterdale and Watermillock. There is a concentration of camping and caravan sites, especially towards the northern end of Ullswater. The development of Lowther Castle as a new visitor destination is likely to result in an increase of visitors to this Distinctive Area.
- 6.17 House prices in the East Distinctive Area are high when compared to average incomes. The Mean House Price in Eden in 2013 was £319,767; and the median household income in Eden was £37,383 giving an affordability ratio of 8.6:1. This is above the national average of 6.1:1. Second homes in the East Distinctive Area currently make up 23 per cent of the housing stock.

## **Issues**

- 6.18 There is a lack of affordable housing either to rent or buy in the East Distinctive Area. Affordability issues are highlighted by the mean house price to household income ratio of 8.6:1. The lack of affordable housing means that many of the people employed in the tourism industry need to find less expensive housing outside of the National Park, leading to high levels of commuting. Current housing needs surveys identify a need of 45 new affordable homes to be provided between now and 2016.
- 6.19 Due to the lack of large settlements in the East Distinctive Area communities are reliant on services and facilities in Penrith but rural transport infrastructure is poor.
- 6.20 There is a reliance on the tourism economy resulting in a high proportion of part-time, low wage, and seasonal work resulting in seasonal drops in trade and employment.
- 6.21 Future trends in the camping and caravan industry are likely to shape the visitor experience. The recent trend is towards static caravans and lodges, away from touring pitches, and for static caravans and lodges to be larger in size. There are a number of caravan and camping sites in the East Distinctive area in particular around Lake Ullswater so there may be pressure to extend sites to accommodate more pitches.
- 6.22 The café and shop opened at Lowther Castle in 2013 further strengthening its appeal as a visitor destination. However, it is too soon to judge whether this has given rise to a

significant increase in visitors to the area. Providing alternatives to the private car and enabling people to choose sustainable transport options has been mooted as a way to manage visitor traffic in the future. In 2012 Lowther Castle received 20,000 visitors and in 2013 this rose to 22,435.






### **Analysis**

- 6.23 In Policy CS05 we anticipate that approximately 7 per cent of development will be in the East Distinctive Area. During the monitoring period 15 per cent of all planning approvals were in this area. This is higher than the target. In addition, of those applications processed that were supported by the policy, 100 percent were approved. And no applications which were contrary to the intentions of the policy were approved.
- 6.24 The seven per cent corresponds to four homes per annum based on our annualised target of 60 homes. A total of 13 new houses have been approved, one local affordable, 11 local need and one with a permanent occupancy condition, in addition to this three local need houses has been granted outline planning permission. No applications for gypsy or traveller sites were received.
- 6.25 We have also monitor the number of new homes built in the East Distinctive Area. A total of eight dwellings were provided in the monitoring period, five local needs houses, and three agricultural workers dwellings. Additionally, we also monitor all sites with planning applications. 18 dwellings are currently under construction. We anticipate a significant portion will be completed during the next monitoring period.
- 6.26 Glenridding/ Patterdale is the only Rural Service Centre serving this distinctive area. The most recent housing needs survey for the parish of Patterdale identifies a requirement for four affordable houses by 2015, but across the area there is an overall requirement of 45 affordable homes between now and 2016. The Allocations of Land (Local Plan Part Two) identified a total of 0.91 hectares across the East Distinctive Area which has the potential to deliver 27 affordable homes.
- 6.27 The Allocations of Land document was adopted in November 2013, we have not received any applications on allocated housing sites.
- 6.28 Three applications for new tourism developments or improvements were granted approval, two of which were in a rural service centre. Two of these applications were for the re-development, extension and improvement to existing tourism accommodation, facilities and attractions. One was for farm diversification. Policy CS05 specifically identifies Pooley Bridge as a location where opportunities for sustainable tourism will be supported; no applications were received for sustainable tourism in Pooley Bridge.
- 6.29 No employment floorspace was completed in the East Distinctive. As there are no allocations in Glenridding/Patterdale, it means there are no allocations of land for employment uses in this Distinctive Area. But the area is well served by employment opportunities close to - but outside - the National Park boundary. Approximately two hectares of employment land is available at North Lakes Business Park at Flusco, less than three miles from Penruddock.
- 6.30 25m<sup>2</sup> of additional floorspace was granted permission for town centre uses outside central shopping areas.



## CS06: West Distinctive Area

Local Indicators	Actual	Target	On target
Percentage of applications processed that support the policy and are approved.	97%	Bigger better	☺
Percentage of applications processed that are contrary to the policy and are approved	0%	Smaller better	☺
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	14 8	6 per annum	☺
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		

Number of houses built, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	0	6 per annum	
Number of houses provided, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		
Area of land allocated as Local Green Space lost contrary to policy CS21.	No applications received	zero	
Percentage of employment floorspace granted planning permission by employment type. <ul style="list-style-type: none"> <li>B use classes</li> <li>Sui generis employment uses</li> <li>Other use classes</li> </ul>	No applications received	100% of planning applications are granted planning permission	No data
Amount of additional employment floorspace granted planning permission.	0		
Amount of additional employment floorspace completed 10% of 0.217ha ( 0.217ha is a 35% plot ratio development of 0.62ha- the annual completion target, see Annex 1)	0	217m <sup>2</sup> p.a.	
Number of applications for change of use of employment uses approved.	No applications	Smaller better	
Amount of additional floorspace for town centre uses granted planning permission.	104m <sup>2</sup>		
Number of applications relevant tourism development by distinctive area and settlement type.	4	n/a	
Percentage of planning approvals in West Distinctive Area.	9%	10%	

### Context

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

## Issues

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

## Analysis

- 6.38 Of the 669 planning applications granted approval during 01 April 2013 and 31 March 2014, 53 were located in the West Distinctive Area. This equates to 9 per cent which is just below the target of ten per cent. Of those applications processed that were supported by the policy, 97 per cent were approved. No application which was contrary to the intentions of the policy was approved.
- 6.39 No new dwellings were completed in the West Distinctive Area during the monitoring period. Six local needs dwellings, one agricultural workers dwelling and one new manager's house were approved. 14 new local affordable homes in Bootle were also approved and are currently nearing completion. And a further 14 units are currently under construction. No applications for gypsy or traveller sites were received.
- 6.40 The Copeland Strategic Housing Market Assessment (2011) identifies a need of 15 affordable houses per annum until 2016. The Allocations of Land (Local Plan Part Two) identified a total of 2.39 hectares across the West Distinctive Area which has the potential to deliver 71 affordable houses.








- 6.41 We only have five months of monitoring against the indicators for the Allocations of Land (Local Plan Part Two). During this time, 14 affordable houses were granted planning permission on land off Church Lane in Bootle. We received no applications for employment development on allocated sites. See Annex 3.
- 6.42 Four applications for new tourism developments or improvements were granted approval. Just one application was for the re-development, extension and improvement

to existing tourism accommodation, facilities and attractions. One application was located in Ravenglass.

6.43 No employment floorspace was completed in the West Distinctive Area, and no additional floorspace was granted planning permission. The 1.1ha of land identified in the Allocations of Land (Local Plan Part Two) still remains available which will meet the employment land requirements in the area. See Annex 2.

6.44 104m<sup>2</sup> floorspace of retail use (class A1) was created. This has the potential to create one new job.

## CS07: Central and South East Distinctive Area

Local Indicators	Actual	Target	On target
Percentage of applications processed that support the policy and are approved	99%	Bigger better	
Percentage of applications processed that are contrary to the policy and are approved	0%	Smaller better	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	31 58	26 per annum	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		
Number of houses built, by type <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	28 11	26 per annum	
Number of houses provided, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	1 0		
Area of land allocated as Local Green Space lost contrary to policy CS21	No applications received	zero	
Percentage of employment floorspace granted planning permission by employment type. <ul style="list-style-type: none"> <li>B use classes</li> <li>Sui generis employment uses</li> </ul> Other use classes	No applications received	100% of planning applications are granted planning permission	No Data
Waste Management and Treatment Facilities	No application received	Approval of appropriate permission for waste management and treatment facility at Kendal Fell	No Data

		Quarry	
Amount of additional employment floorspace granted planning permission	898m <sup>2</sup>		
Amount of additional employment floorspace completed 44% of 0.217ha (0.217ha is 35% plot ratio development of 0.62ha- the annual completion target, see Annex 1).	693m <sup>2</sup>	954.8m <sup>2</sup> p.a.	☹️
Number of applications for change of use of employment uses approved	3	Smaller better	😊
Amount of additional floorspace for town centre uses granted planning permission within central shopping areas	134m <sup>2</sup>		
Amount of additional floorspace for town centre uses granted planning permission outside central shopping areas	70m <sup>2</sup>		
Number of applications relevant tourism development by distinctive area and settlement type.	4	n/a	
Percentage of planning approvals in Central and South East Distinctive Area	49%	44%	😊

### Context

6.45 With 13,000 people living in the Central and South East Distinctive Area, it is the most populated; most visited, and most developed part of the National Park. The Rural Service Centres of Windermere and Bowness, Ambleside, Grasmere and Staveley are in this area, along with the villages of Elterwater and Chapel Stile, Troutbeck and Troutbeck Bridge, Crosthwaite, Witherslack and Lindale.

6.46 Windermere Lake is a prominent landscape feature in this area. There are hotels and attractions along the length of the lake. The upland valleys support working communities, and are popular with visitors, especially outdoor enthusiasts. Langdale and Grasmere are relatively busy, while Kentmere and Longsleddale are less developed and offer more tranquillity. The southern part of the area is generally lower lying, with a generally quiet character.

6.47 There is a good range of shops, services and facilities in Windermere, Bowness and Ambleside. The Central and South East Distinctive Area also has good links to services in Kendal and in Grange-over-Sands. There is good access from the M6, via the A590 and the A591, and the Lakes Line train links Staveley and Windermere to the west coast main line. A car ferry, launches and steamers operate on Windermere, and we want to build on these for use as public transport. Lakeside also has a railway link between the lake and Haverthwaite.

6.48 Tourism is the main income earner and employer for the Central and South East area. There is a long history of tourism, resulting in a range of accommodation and facilities to meet visitors' demands. Bowness-on-Windermere is a particularly popular destination, and is the first experience of the National Park for many visitors.



## **Issues**

- 6.49 House prices in this area are high, particularly compared to average earnings. The mean house price to household income was 9.5 in 2013. Many of the settlements are popular for second homes and holiday homes, which has put pressure on house prices.
- 6.50 There are some existing business sites, for example the Mill Yard in Staveley, and Alnet Business Park in Lindale. However, these sites have few vacancies and there is little available employment land in the area. Away from the larger settlements, many people work in the agricultural industry and there are an estimated 336 active farms. The National Trust is a major landlord.
- 6.51 High visitor numbers and commuting patterns result in significant congestion in some places at certain times. This adversely impacts on residents' and visitors' experiences, and produces significant carbon emissions.
- 6.52 Open market housing is unaffordable for some local people, and there are limited opportunities for people to access affordable housing. Housing prices combined with the low wage economy mean that young people and young families find it difficult to stay in the area. This has knock-on effects on shops and service provision, particularly in smaller settlements like Crosthwaite.



## **Analysis**

- 6.53 Of the 669 planning applications in the National Park, 297 of these were in the Central and South East Distinctive Area. This is 49 per cent of approvals. Development in the area was higher than the target of 44 per cent. In addition, of those applications processed that were supported by the policy, 99 per cent were approved. No application which was contrary to the intentions of the policy was approved; and three were refused.
- 6.54 There were 40 houses built during the monitoring year 2013-2014 in the Central and South East Distinctive, which is higher than the target of 26 per annum,
- 6.55 Of the 40 additional homes, 28 were local affordable homes, 11 were local needs homes. Additionally, one open market (or unfettered) home was built. Looking at location, 35 were in Rural Service Centres, three in villages and two in cluster communities or the open countryside.
- 6.56 During the monitoring period 31 local affordable dwellings, 53 local needs dwellings and one /work dwelling were approved, together with four new homes with tied accommodation occupancy. Approximately 70 per cent were in a Rural Service Centre, 19 per cent in a village and the remaining 11 per cent in either a cluster community or open countryside location. This distinctive area has the highest number of Rural Service Centres and so we anticipate that the figures should accord with the intentions of policy CS02. No applications for gypsy or traveller sites were received.
- 6.57 The Allocations of Land (Local Plan Part Two) allocates sites for affordable housing in Windermere and Bowness, Staveley, Ambleside, Grasmere, Crosthwaite, Troutbeck Bridge, and Witherslack. A total of 7.88 hectares is identified which could facilitate approximately 234 new affordable homes.
- 6.58 We only have five months of monitoring against the indicators for the Allocations of Land (Local Plan Part Two). During this time, 18 affordable houses were granted planning permission on land off Crook Road in Staveley and 27 new homes were completed on

allocated sites in Grasmere and Windermere. We received no applications for employment development on allocated sites. See Annex 3.

- 6.59 Four applications for new tourism developments or improvements were granted approval; two of these applications were for the re-development, extension and improvement to existing tourism accommodation, the remaining two applications approved where in Rural Service Centre.
- 6.60 898m<sup>2</sup> employment floorspace was granted planning permission in the Central and South East Distinctive Area, and 693m<sup>2</sup> additional floorspace was completed which provides 25% of the annual target. In addition, 1.66ha of land was identified in the Allocations of Land (Local Plan Part Two) document which will contribute towards meeting the employment land requirements in the area. Together with the land identified in Backbarrow and Haverthwaite HV01E 2.82ha which is close to this Distinctive Area, so serves residents in the Central and South East Distinctive Area. See Annex 2
- 6.61 Central Shopping Areas are established in Ambleside, Bowness, Windermere and Grasmere and within these areas we approved the provision of 134m<sup>2</sup> of new floorspace to serve town centre uses. Outside of the central shopping areas we have also approved a further 70m<sup>2</sup> of floorspace to support financial and professional services and restaurants and cafes. This additional retail floorspace has the potential to create approximately 5.5 new full time jobs in this distinctive area.

## CS08: Windermere Waterfront Programme (Including Bowness Bay and The Glebe.

Local Indicators	Actual	Target	On target
Number of applications relating to this policy	3		
Percentage of applications processed that support the policy and are approved	100%	100% Bigger better See allocations of land policy	
Percentage of applications processed that are contrary to the policy and are approved	0%	0% Smaller better	

### Context

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

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

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

**Issues**




6.65 Windermere Waterfront Programme involves several landowners and stakeholders. We have set up the Windermere Waterfront Steering Group to facilitate discussions between landowners, tourism operators and stakeholders, so we can deliver the programme’s aspirations.





6.66 We have prepared our Preferred Options report for the Bowness Bay and The Glebe site allocation. The report identifies an overall site boundary for the strategic regeneration location, and preferred future developments within that boundary. It includes development sites and open space. Changes in the general economic situation mean that we may not be able to deliver some of our earlier aspirations. We are working with partners, such as South Lakeland District Council, to identify alternative funding for public realm enhancements.

**Analysis**

6.67 Three applications were considered relevant for the application of policy CS08, which included the replacement and regeneration of the existing YMCA National Centre at Lakeside. No applications specific to Bowness Bay and the Glebe came forward during the monitoring period.

**CS09: South Distinctive Area**

Local Indicators	Actual	Target	On target
Percentage of applications processed that support the policy and are approved.	100%	Bigger better	
Percentage of applications processed that are contrary to the policy and are approved.	0%	Smaller better	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	5 12	8 per annum	
Number of houses granted planning permission, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	0		

Number of houses built, by type: <ul style="list-style-type: none"> <li>Affordable</li> <li>Local need</li> </ul>	0 9	8 per annum	
Number of houses provided, by type: <ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>	1 0		
Area of land allocated as Local Green Space lost contrary to policy CS2.	No applications received	zero	
Percentage of employment floorspace granted planning permission by employment type. <ul style="list-style-type: none"> <li>B use classes</li> <li>Sui generis employment uses</li> <li>Other use classes</li> </ul>	No applications received	100% of planning applications are granted planning permission	No Data
Amount of additional employment floorspace granted planning permission.	138m <sup>2</sup>		
Amount of additional employment floorspace completed. 14% of 0.217ha (0.217ha is 35% plot ratio development of 0.62ha -the annual completion target, see Annex1).	34m <sup>2</sup>	303m <sup>2</sup> p.a.	
Number of applications for change of use of employment uses approved	No applications	Smaller better	No data
Amount of additional floorspace for town centre uses granted planning permission within central shopping areas	0		
Amount of additional floorspace for town centre uses granted planning permission outside central shopping areas	-160m <sup>2</sup>		
Number of applications relevant tourism development by distinctive area and settlement type.	0	n/a	
Percentage of planning approvals in South Distinctive Area	4%	14%	

### Context

- 6.68 The South Distinctive area is dominated by the backdrop of sweeping high fells, which include the Old Man of Coniston and Scafell Pike. Away from the main settlements, there is a very strong sense of remoteness, isolation, wilderness and tranquillity. This is characterised by open and natural valleys, frequent small patches of deciduous woodland, and an extremely sparse settlement pattern of isolated farmsteads dotted amongst pasture fields. Its industrial legacy, for example copper mining, is evident in the present-day landscape.
- 6.69 The population of the area is 6033, and most people live in the main settlements of Coniston, Hawkshead, Broughton-in-Furness, Backbarrow and Haverthwaite. These are Rural Service Centres and provide access to a range of local services including a secondary school in Coniston. The north of the area has good links with Ambleside, Windermere and Bowness, and to Barrow and Ulverston outside the National Park in the

south. Both Barrow and Ulverston provide access to a range of services, such as hospitals, and retail provision not available locally within the Distinctive Area.

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

6.71 There is high demand on the housing market, with limited opportunities to buy affordable housing. The mean house prices in 2013 were £323,411 and mean income £36,039 giving an affordability ratio of 8.9. The average income for those in the lower quartile is £15,642. The market is distorted by high numbers of second homes and holiday homes. Approximately 30 per cent of the housing stock is used as second address or a combination of short term residents or visitors (Census 2011) rising to 51 per cent in Coniston (local survey).



### **Issues**

- 6.72 There is a lack of affordable housing throughout the area. Recent surveys have identified a housing need of 105 affordable dwelling units. In addition, by 2025 we anticipate that 19 per cent of the population will be age 65 and over, which will influence future residential needs.
- 6.73 The area has very low unemployment rates, but these hide significant levels of deprivation when looking at the quality of employment, limited access to different types of employment and the limited access to services. Wages are relatively low and there is underemployment in both the tourism and agriculture sectors, with a high proportion of double jobbing and part-time working.
- 6.74 Farming forms an important part of the economy but is facing pressures ranging from national and international economic factors to an ageing workforce and a lack of young people entering the industry.
- 6.75 Pressure for more tourism related development in Hawkshead and Coniston is unlikely to diversify the economy, and may not be compatible with local community interests.
- 6.76 Future development at Grizedale Visitor Centre could increase traffic on the minor roads. This would change the character of minor roads and tracks. Similarly, pressure for access to the high fells could cause lasting landscape scars. Increased access to Coniston Water may increase levels of pollution and will raise the risk of introducing invasive species.
- 6.77 The opening of the High and Low Newton by-pass makes part of this area more accessible to visitors.

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

### **Analysis**

- 6.81 In Policy CS09 we anticipate that approximately 14 per cent of development will be in the South Distinctive Area. During the monitoring year 4 per cent of the planning approvals were in this area. This is lower than the target; however, of those applications processed that were supported by the policy, 100 per cent were approved. And no applications which were contrary to the intentions of the policy were received.
- 6.82 The 14 per cent of development corresponds to eight homes per annum based on our annualised target of 60 homes. The number of new build completions minus demolitions, together with any gains or losses through change of use and conversions shows that, in the South Distinctive Area, ten additional homes were provided during 2013-14. This includes six local needs homes, three live/ work dwellings and one unfettered house.
- 6.83 We also monitor the number of approved planning applications for new housing in the South Distinctive Area. A total of 17 new houses have been approved, which includes 12 local needs houses and five local affordable homes. We have identified sites for affordable housing in Coniston and Backbarrow / Haverthwaite. A total of 0.88 hectares of land has been allocated which could facilitate approximately 26 new affordable homes. No applications for gypsy or traveller sites have been received. See Annex 3.
- 6.84 We only have five months of monitoring against the indicators for the Allocations of Land (Local Plan Part Two). During this time, five affordable houses were granted planning permission at CO01H, land off Collingwood Close, Coniston. We received no applications for employment development on allocated sites.
- 6.85 No applications for new tourism developments were granted approval both in a village, cluster community or open countryside location.
- 6.86 34m<sup>2</sup> employment floorspace was completed across the area which is approximately 4 per cent of the annual requirement, however, 138m<sup>2</sup> additional floorspace was granted planning permission. In addition, 3.4ha of land was identified in the Allocations of Land (Local Plan Part Two) which will meet the employment land requirements in the area and contribute to the Central and South East Distinctive Area for the foreseeable future.
- 6.87 160m<sup>2</sup> A1 use floorspace was lost for town centre uses outside central shopping areas.

## 7. What does this all mean?

### 7.1 Key findings

- Milestones in the Local Development Scheme achieved
- Exceeded all our targets for determining major, minor and other planning applications.
- Applications approved within a Rural Service Centres reduced to 38 per cent which is below target. We will continue to monitor approvals in Cluster Communities and Open Countryside.
- 88 per cent of the Rural Service Centres and villages named in the Core Strategy (Local Plan Part One) have access to local services.
- Exceeded our targets for both number of houses granted planning permission and number of houses built (Local Need and Local Affordable Need).
- Facilitated the delivery of approximately 29 per cent of the employment floorspace required.
- Allocated approximately 97 per cent of the overall employment land required across the National Park through the Allocations of Land (Local Plan Part Two) document.













### How are we doing?

- 7.2 Our Spatial Development Strategy which aims to support strong, vibrant and healthy communities is proving successful. By facilitating the right type of development in the most appropriate locations we are helping to maintain local service provision in the majority of our main settlements, whilst conserving and enhancing the special qualities of the Lake District National Park.
- 7.3 The policies in the Local Plan provide a positive framework for new housing within the National Park as demonstrated by the number of new houses approved. Actual delivery continues to be influenced by a number of external factors, but the signals are good. The delivery of local affordable housing and agricultural workers dwellings remains strong. And the trend for open market homes built has significantly decreased as our policies no longer support development of open market housing in the National Park.
- 7.4 The proposals for holiday letting opportunities granted planning permission will generate an estimated additional spend in the local economy of £545,375, and the additional floorspace approved for town centre uses such as retail and leisure could create approximately 36.5 new full time jobs.
- 7.5 New development to support employment opportunities continues to be below target, the Allocations of Land (Local Plan Part Two) document was adopted by the Authority in November 2013. This provides the certainty to communities and developers that the land is available to deliver the much needed housing and business opportunities required to support The Vision for the National Park. We are hopeful that the trend for undersupply will be reversed in the coming years and our policies will nurture a strong and prosperous economy across the National Park. See Annex 2.
- 7.6 The Distinctive Area approach recognises that a 'one size fits all' policy approach is not always as effective as policies which are tailored to recognising local needs and demands. A typical example of this is the proportion of development we anticipate in each Distinctive Area, which reflects issues such as population, settlement type and








capacity of the landscape to accommodate growth. The percentage of planning approvals is above target for each Distinctive Area this year.

- 7.7 The number of approvals for new housing in line with Core Strategy CS18 is above the annual target in all Distinctive Areas.
- 7.8 We have made a good start on approvals in line with Core Strategy CS18 on allocated sites with 37 new houses being consented, with each site yielding at above density per hectare. See Annex 3.
- 7.9 514 applications were approved within the Mineral Safeguarding Areas; however, this will not compromise mineral extraction in future years. Planning permission will be granted for non-mineral development within Minerals Safeguarding Areas where;
- The location of the proposal relates to a settlement recognised by Core Strategy Policy CS02.
  - The proposal can demonstrate that it will not affect the overall value of the mineral resource.
  - The mineral can be extracted satisfactorily prior to the development taking place.
  - The development is of a temporary nature, can be completed and the site restored to a condition that does not inhibit extraction within the timescale that the mineral is likely to be needed.
  - There is an overriding need for the development.
- 7.10 Opportunities to develop more floorspace for employment purposes are proving to be a challenge across the National Park, with only the South Distinctive Area meeting the target. However, the Allocations of Land process identifies several new sites for employment in each Distinctive Area; the East Distinctive Area being the exception where no sites are proposed. The availability of employment land and floorspace highlights a clear distinction between the Distinctive Areas where local circumstances can have a strong influence, for example the number of rural service centres to which development is focussed. Windfall development will continue to have a significant role in providing employment floorspace opportunities in the future and policies and strategies must continue to reflect this.
- 7.11 The Core Strategy was adopted in October 2010 after five monitoring periods we thought we would review two key local indicators. The net additional homes provide by type shows that despite having a deep economic recession we are not far behind delivering 300 local affordable and local needs houses. However, our five year target of delivering 10,675m<sup>2</sup> of additional employment floorspace has not transpired; and will need to be kept under review. See Annex 4.

## ANNEX 1: Local Indicator Summary 2013-2014

Local indicator	2013-14		On target
	Actual	Target	
<b>Outcome: Contributing to a Prosperous Economy</b>			
Planning applications approved supported by policy.	96%	Bigger better	
Planning applications approved contrary to policy.	0%	Smaller better	
Amount of additional employment floorspace granted planning permission.	1758m <sup>2</sup>		
Amount of additional employment floorspace completed .	1084m <sup>2</sup>	Approximately 2135 m <sup>2</sup> (pa) <sup>1</sup>	
Amount of employment land available on allocated sites.	8.5ha	9.2ha	
Number of applications for change of use of employment uses approved.	3	Smaller better	
Number of applications for holiday letting approved.	7		
Percentage of applications relating to farm diversification that involve reuse or extend existing buildings.	100%	Bigger better	
Amount of employment land granted planning permissions on allocated sites.	0.44 ha	0.74 ha per year	
<b>Outcome: Contributing to World Class Visitor Experiences</b>			
Planning applications approved supported by policy	89%	Bigger better	
Planning applications approved contrary to policy	0%	Smaller better	
Percentage of new tourism development in rural service centres, Ravenglass and Pooley Bridge	33%	Bigger Better	
Number of applications relevant to tourism development.	15		
<b>Outcome: Contributing to Vibrant Communities</b>			
Planning applications approved supported by policy	97%	Bigger better	
Planning applications approved contrary to policy	12%	Smaller better	
Number of houses granted planning permission by type: <ul style="list-style-type: none"> <li>• Local Affordable</li> <li>• Local need</li> </ul>	56 109	60 per annum	

Local indicator				2013-14		On target
				Actual	Target	
Number of houses granted planning permission by type:				0		
<ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>						
Net additional house provided, by type:				41	60 per annum	☺
<ul style="list-style-type: none"> <li>Local Affordable</li> <li>Local need</li> </ul>				34		
Net additional house provided, by type:				2		
<ul style="list-style-type: none"> <li>Open Market</li> <li>Gypsy/Traveller</li> </ul>				0		
Density of new housing.				55% >30dph	100% > 30 dph	☹
Number of houses granted planning permission on allocated sites ( in accordance with Policy CS18).				37	Bigger better	☺
The density of housing on allocated housing sites (See the highlighted rows below) <sup>2</sup> .						
Site Ref	Amount of land allocated	Density at 30dph	Actual land developed	Density at 30 dph	Actual density	
BT01H	0.67ha	20	0.311ha	9	14	☺
ST01H	0.57ha	17	0.542ha	16	18	
CO01H	0.16ha	5	0.114ha	3	5	
Percentage of dwellings on allocated housing sites that have been granted planning permission for affordable housing.				100%	100% affordable housing on allocated sites	☺
Area of land allocated as Local Green Space lost contrary to policy CS21.				0	zero	☺
Number of applications for change of use of a community facility approved contrary to policy.				0	Smaller better	☺
Amount of additional floorspace for town centre uses granted planning permission within Central Shopping Areas.				539m <sup>2</sup>		
Amount of additional floorspace for town centre uses granted planning permission outside Central Shopping Areas.				631m <sup>2</sup>		
Number of applications for change of use to a non-town centre use which has been approved.				1	Smaller better	☺
<b>Outcome: Contributing to a Spectacular Landscape, Wildlife and Cultural Heritage</b>						
Planning applications approved supported by policy.				99%	Bigger better	☺
Planning applications approved contrary to policy.				42%	Smaller better	☹

Local indicator	2013-14		On target
	Actual	Target	
Percentage of listed building and conservation area consent applications processed that support policy CS27 and are approved.	100%	Bigger better	
Percentage of listed building and conservation area consent applications processed that are contrary to policy CS27 and are approved.	0%	Smaller better	
<b>Minerals and Waste</b>			
Planning applications approved supported by policy.	100%	Bigger better	
Planning applications approved contrary to policy.	0	Zero	
Number of applications approved within a Mineral Safeguarding Area.	514		
<b>Design and development</b>			
Planning applications approved supported by policy.	99%	Bigger better	
Planning applications approved contrary to policy.	11% (3)	Smaller better	
New and converted houses provided on previously developed land.	60%		
No. of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.	1 (extension to an existing climbing wall)	0 per annum	

<sup>1</sup>Using research on plot ratio's prepared by Roger Tym & Partners in 4NW Setting Employment Land Targets for North West England 2010; it is possible to convert employment land targets from hectares to square metres to allow comparisons to be drawn against employment floorspace completed.

They suggest on page 31 "For industrial and warehousing development and for out-of-centre offices, a reasonable plot ratio assumption is around 35%...offices plot ratios can and do vary... the plot ratios we have estimated should be used as defaults where no specific estimates are available." As such it is appropriate to use a 35% plot ratio given the rural nature and mix of B-use developments in the Lake District.

<sup>2</sup> Figures based on five months monitoring

## ANNEX 2: Allocations of Land (Local Plan Part Two). Employment land allocations.

Site Reference	Location /Distinctive Area	Area of land available (hectare)	Status and floorspace of development (square metres)			Use type of floorspace (square metres)			
			Not started	With Full PP/ under construction	Complete	B1	B2	B8	Sui generis
		Total							
CA01M	Caldbeck/ North DA	0.10	✓						
KE01E	Keswick/ North DA	1.64	✓						
KE02E	Keswick/ North DA	0.51	✓						
TH01E	Threlkeld/ North DA			388	242 <sup>[1]</sup>	194	194	194	
BT01M	Bootle / West DA	1.10	✓						
ST01E	Staveley/ C&SE DA	0.24	✓						
ST02E	Staveley/ C&SE DA	0.69	✓						
WN01E	Windermere/ C&SE DA	0.73	✓						
HV01E	Haverthwaite/ South DA	2.82	✓						
HV01M	Haverthwaite/ South DA	0.25	✓						
CO01E	Coniston/ South DA	0.28	✓						



<sup>1</sup> One unit complete together with 48m<sup>2</sup> extension which has also been completed

## ANNEX 3: Allocations of Land (Local Plan Part Two). Housing land allocations.

Site Reference	Location/ Distinctive Area	Area of land available (Hectares)	Approximate number of dwellings which could be accommodated on allocated sites – assuming 30 dwellings per hectare	Status (number of houses)		
				Not started	With Full PP/ under construction	Complete – March 2014
AM01H	Ambleside/ C&SE DA	0.95	28	✓		
AM02H		0.35	10		11	
AM03H		0.94	28		23	
GR01H	Grasmere/ C&SE DA	0.25	7	✓		
GR02H		0.29	9			15
GR03H		0.12	3	✓		
ST01H	Staveley/ C&SE DA	0.57	17		18	
ST02H		1.19	36	✓		
WN02H	Windermere / Bowness/ C&SE DA	0.12	4			12
WN03H		0.10	3		5	
WN04H		1.63	49	✓		
WN05H		0.37	11	✓		
CR01H	Crosthwaite/ C&SE DA	0.62	19	✓		
TB01H	Troutbeck Bridge/ C&SE DA	0.16	5	✓		
WI01H	Witherslack/ C&SE DA	0.17	5	✓		
WI02H		0.17	5	✓		
HV01H	Haverthwaite/ South DA	0.46	14	✓		
HV01M		0.25	7	✓		
CO01H	Coniston/ South DA	0.16	5		5	
CA01M	Caldbeck/ North DA	0.10	6	✓		
KE01H	Keswick/ North DA	0.43	13			11
KE03H		1.51	45	✓		
KE02H		0.34	10	✓		
PT01H	Portinscale/ North DA	0.10	3	✓		
RS01H	Rosthwaite/ North DA	0.35	10	✓		
AS01H	Askham/ East DA	0.25	7	✓		

PB01H	Pooley Bridge / East DA	0.36	11	✓		
BT01M	Bootle/ West DA	1.10	33		45	
BT01H		0.67	20		14	
WB01H	Waberthwaite/ West DA	0.15	4	✓		
SI01H	Silecroft/ West DA	0.47	14	✓		

## ANNEX 4: Net delivery of employment floor space and additional housing provided over five monitoring periods 2009-2014.

Local indicator	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	Actual	Target end of the five year period	
Net additional house provided, by type <ul style="list-style-type: none"> <li>Local Affordable</li> <li>Local Needs</li> </ul>	65	30	28	63	75	261	300	
Amount of additional employment floorspace completed	2916 m <sup>2</sup>	1542m <sup>2</sup>		1989m <sup>2</sup>	1084m <sup>2</sup>	7,531m <sup>2</sup>	10,675m <sup>2</sup> <sub>1</sub>	

<sup>1</sup>Using research on plot ratio's prepared by Roger Tym & Partners in 4NW Setting Employment Land Targets for North West England 2010; it is possible to convert employment land targets from hectares to square metres to allow comparisons to be drawn against employment floorspace completed.

They suggest on page 31 "For industrial and warehousing development and for out-of-centre offices, a reasonable plot ratio assumption is around 35%...offices plot ratios can and do vary... the plot ratios we have estimated should be used as defaults where no specific estimates are available." As such it is appropriate to use a 35% plot ratio given the rural nature and mix of B-use developments in the Lake District.

## Lake District National Park

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

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

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

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

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