

Lake District National Park Local Plan

Annual Monitoring Report 2022-2023

November 2023

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Summary

- The Lake District National Park Local Plan 2020 – 2035 was adopted in May 2021.
- The updated Housing SPD and Design Code SPD were adopted in September 2023.

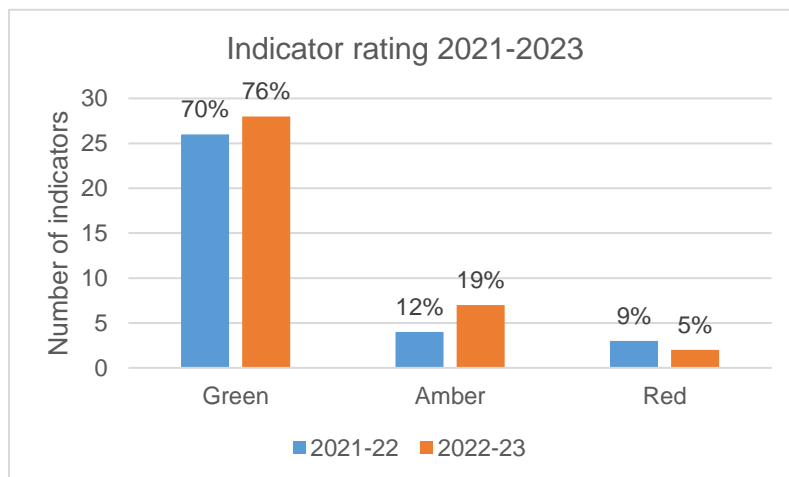
Key Findings

During the monitoring period 01 April 2022 to 31 March 2023:

- 94 per cent of planning applications received were approved; 90 per cent of which were approved under delegated powers
- 100 per cent of Major applications were determined within 13 weeks, exceeding the target of 60 per cent
- We did not achieve the targets for determining minor or other planning applications (67 per cent and 74 percent respectively)
- 94 per cent of tree applications are approved within the 8-week period
- 87 homes have been built against an annual target of 80 homes
- 48 new homes were approved including 37 local need and two affordable home
- There has been a net loss of 679.23m² in the amount of employment floor space completed.
- Across all Local Plan policies relating to the economy (Policies 16, 17, 18 and 19) a total of 101.5 FTE jobs were created through planning approvals against a target of 190 FTE.
- 18 enforcement complaints were received between 1 April 2022 and 31 March 2023 alleging occupation of properties as holiday lets in breach of local occupancy restrictions, 15 of these (83 per cent) have been resolved.

How are we doing?

- 28 indicators (76 per cent) used to monitor planning policies are meeting the targets.
- 7 indicators, (19 percent of indicators) have been rated amber. 2 indicators, (5 per cent of indicators) have been rated red, but it is deemed that no interventions are required at this early stage of monitoring. A comparison of indicators between 2021-2023 is shown below.



Key Findings

During the monitoring period 01 April 2022 to 31 March 2023



94% of planning applications received were approved

90% of which were approved under delegated powers



87 homes have been built against an annual target of 80 homes



48 homes were approved including 37 local need and two affordable homes



100% of major applications were determined within 13 weeks, exceeding the target of 60%

-679.23m²

Net loss in the amount of employment floor space completed



We did not achieve the target of 8 weeks for determining minor or other planning applications (67% and 74% respectively)



18 enforcement complaints were received alleging occupation of properties as holiday lets in breach of local occupancy restrictions, 15 of these (83%) have been resolved



94% of tree applications were approved within the 8-week period



101.5 full-time equivalent jobs were created through planning approvals against a target of 190 FTE across all Local Plan policies relating to the economy (Policies 16, 17, 18 and 19)

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 has two key roles. It monitors the implementation of the Local Development Scheme (LDS) and assesses the progress and effectiveness of planning policies over a period of time set out in the Local Plan.
- 1.2 The AMR provides us with the opportunity to critically evaluate the effectiveness of our planning policies and monitor whether a policy is working or not over a period of time. We can also use it to identify and consider any changes in local circumstances which may influence the effectiveness of our policies. This evidence helps us to review the Local Plan which must be undertaken at least once every five years.
- 1.3 Annual Monitoring Reports ask:
 - Are policies achieving their objectives, and is sustainable development being delivered?
 - Have policies had or are they having the intended consequences?
 - Are the objectives behind the policies still relevant?
 - Are the targets set out in the Local Plan being achieved?

The evidence collated over a number of years allows us to understand long term trends and plan accordingly for the future.

Why are we producing it?

- 1.4 Under the requirements of the Planning and Compulsory Purchase Order Act 2004 (as amended by the 2011 Localism Act) and The Town and Country Planning (Local Planning) (England) Regulations 2012, the Authority as a local planning authority is required to produce an Annual Monitoring Report (AMR).
- 1.5 We can determine the period which the AMR will cover, but this should be no longer than twelve months and should follow on from the end of the Authority's most recent

report. We consider that it is appropriate to continue to monitor on an annual basis and therefore this AMR covers the period from 1 April 2022 and 31 March 2023.

- 1.6 Central to this report is the assessment of how our planning policies are delivering sustainable development and shaping our communities. This evidence enables us to scope the future review of the Local Plan and consider changes if necessary. As we have recently adopted our new Local Plan, it is too soon in the process to make any judgements as to whether any changes may need to be considered. This will become clearer in future iterations of the AMR report.

Why it matters

- 1.7 Good monitoring and reporting are fundamental in telling people how we are doing. 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.
- 1.8 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.
- 1.9 It demonstrates how targets are being achieved.

2. Performance against the Local Development Scheme

- 2.1 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 2022 to March 2023. For the purposes of this AMR the relevant Local Development Scheme was revised in June 2021 and agreed by the Park Strategy and Vision Committee in June 2021.

Our Local Plan and progress against the Local Development Scheme

- 2.2 A local planning authority should review the relevance of its Local Plan at regular intervals to assess whether some or all of it may need updating. Planning policies should be reviewed to assess whether they need updating at least once every five years, and then should be updated as necessary.
- 2.3 A review of the evidence and policies in the Local Plan will commence in 2025.

What happened between April 2022 and March 2023?

- 2.4 The focus of activity for the monitoring year has primarily been on developing the Design Code. A Design Code is being produced as part of a pilot pathfinder programme with the Department of Levelling-Up, Housing and Communities (DLUHC). The project commenced in May 2022, and the Design Code Supplementary Planning Document (SPD) was adopted in September 2023. The Design Code sets out a number of specifications for new developments in a simple, concise and illustrated way to help deliver more sustainable places that function well in terms of accessibility, energy efficiency, biodiversity and carbon neutrality.

Pipeline activity

- 2.5 Minerals planning authorities should prepare an Annual Local Aggregates Assessment. We do this jointly with Cumbria County Council and the Joint Annual Local Aggregates Assessment 2022 (incorporating figures for 2021) was published in February 2023.

3. Performance of Development Management Team

Introduction

- 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. We aim to provide high quality and timely planning advice, and applications and compliance services.
- 3.2 Demand for our services was largely undiminished during the Covid pandemic. At the same time, the service experienced significant staff shortages, both Covid and non-Covid related, which meant that full-service delivery could not be achieved. To safeguard the statutory decision-making function on planning applications, and staff welfare, we suspended all discretionary advisory services in August 2020, other than the duty planner.
- 3.3 In 2021/22, demand for our services increased, with an unusually high number of planning applications received and new compliance case numbers rising to their highest ever level. Due to the staff shortages, with only partial backfill, and increased workloads, the service accumulated backlogs on both planning applications and compliance cases.
- 3.4 During 2022/23, delivery of services continued to prove challenging due to the backlog of work. There has however been a significant improvement in planning application work. Planning applications that are valid but unallocated to a planner have been returned to normal levels and the speed of determining planning applications has greatly improved. Our performance on appeals, which is the Government's measure of quality of decisions, remains very good. We have re-introduced detailed pre-application advice for significant schemes, on a chargeable, cost-recovery basis.
- 3.5 Enforcement services are improving; however, the number of outstanding compliance cases remains considerably higher than a manageable level; and a small number of significant cases are absorbing a large amount of staff time. We have regularly been amongst the top ten most active authorities outside London for the number of enforcement notices served. We have had two successful prosecutions and more are pending. We are currently attempting to boost our enforcement staffing further.

Planning Application and Tree Application Performance

- 3.6 This section gives details about the number of planning applications and tree applications we received and the way in which they were processed.

Table 1: Determination of planning applications

| Year | Planning applications received | Planning applications determined | Planning applications approved | Planning applications decided under delegated powers |
|----------------|---------------------------------------|---|---------------------------------------|---|
| 2022/23 | 1,105 | 1,031 | 94% | 90% |
| 2021/22 | 1,379 | 1,124 | 92% | 94% |
| 2020/21 | 1,173 | 1,021 | 86% | 96% |
| 2019/20 | 1,130 | 1,053 | 92% | 93% |
| 2018/19 | 1,189 | 997 | 95% | 92% |

Number of Planning Applications

3.7 We received 1,105 planning applications during the year, which was a return to previous levels following a significant increase in 2021/22. This is reflective of the national planning application picture, with lower numbers of applications received during the second half of the year and a slowdown in the housing market. We made decisions on 1,031 applications, which is also a return to previous levels after an increase in 2021/22.

Approvals

3.8 We saw a significant drop in approval rates in 2020/21, when they fell below the 90 per cent target for the first time since 2007/08. At the time we thought this may have been linked to the withdrawal of pre-application advice services during the pandemic. However, despite pre-application advice remaining largely suspended, approval rates subsequently returned to pre-pandemic levels – 92 per cent in 2021/22 and 94 per cent in 2022/23. This is an indication that the quality of submissions has improved, but also challenges assumptions about the value time-consuming and detailed pre-application was bringing to small-scale and less complex proposals.

Planning Applications decided under Delegated Powers

3.9 Of the decisions made on planning applications, 90 per cent were decided by our staff acting under delegated authority, with the remaining applications decided by members at the Development Control Committee. This figure is directly influenced by our approved Scheme of Delegation.

3.10 Extended delegation arrangements were introduced in 2020 when committee meetings were suspended due to the pandemic, which led to an unusually high proportion of applications (96 per cent) being delegated during 2020/21. Since then, the delegated decisions figure has reduced back to pre-pandemic levels.

3.11 The 2022/23 figure of 90 per cent reflects a downward trend due to amendments made to the Scheme of Delegation in respect of design objections from Parish Councils. These amendments have resulted in more applications being considered by the Development Control Committee.

3.12 We have met the Government’s national guideline figure of 90 per cent for nine consecutive years, which indicates the Scheme of Delegation is working effectively.

Speed of Processing Planning Applications

3.13 The Government sets statutory targets for the speed of processing planning applications. The targets are to determine at least 60 per cent of major applications within 13 weeks; and 70 per cent of minor applications and 80 per cent of other applications within eight weeks.

Table 2: Planning applications determined within target timescales

| Year | Different types of planning applications determined within timescale | | | | | | | |
|---------|--|--------|-------------------------------------|--------|-------------------------------------|--------|--|--------|
| | Major applications (within 13 weeks) | | Minor applications (within 8 weeks) | | Other applications (within 8 weeks) | | Applications with PPAs, EIAs or agreed time extensions | |
| | Actual | Target | Actual | Target | Actual | Target | Actual | Target |
| 2022/23 | 100% (9 / 9) | 60% | 67% (151 / 225) | 70% | 74% (308 / 414) | 80% | 95% (362 / 383) | 80% |
| 2021/22 | 91% (10 / 11) | 60% | 54% (181 / 336) | 70% | 69% (329 / 480) | 80% | 84% (249 / 297) | 80% |
| 2020/21 | 86% (12 / 14) | 60% | 83% (314 / 380) | 65% | 92% (419 / 456) | 80% | 77% (132 / 171) | 80% |
| 2019/20 | 100% (14 / 14) | 60% | 82% (332 / 406) | 65% | 90% (416 / 464) | 80% | 82% (139 / 169) | 80% |
| 2018/19 | 88% (14 / 16) | 60% | 79% (301 / 382) | 65% | 88% (354 / 403) | 80% | 84% (164 / 195) | 80% |

3.14 Achievement of these targets in previous years has been aided by a well-established process and approach to managing applications.

3.15 During the pandemic in 2020/21 there was a high demand for our services and at the same time we experienced significant staff shortages. To ensure our statutory targets continued to be met, we paused discretionary services in the summer of 2020. Staff efforts were focussed on dealing with planning applications, which meant we achieved all three government targets, for the tenth consecutive year.

3.16 In 2021/22, the high number of planning applications received, together with continued staff shortages and the redeployment of some staff to work on enforcement cases, all had an impact on application performance. We prioritised our workload to deal with major planning applications and we met the government target for those; however, the targets for the speed of processing minor and other applications were not achieved. Speed of decision performance was at its lowest level in February 2022.

- 3.17 During 2022/23, we implemented structural changes, particularly in respect of management arrangements and have since seen significant improvements in the delivery of planning casework. The speed of determining applications was brought back on track. We have continued to achieve the target for major applications but, due to the poor performance in early 2022, once again we did not meet our annual targets for determining minor and other applications within eight weeks. The annual figures were, however, both much improved from the previous year, and on a month by month basis we have seen steady progression and improvement.
- 3.18 We manage our most significant casework using Planning Performance Agreements (PPAs), where the timescales are individually negotiated. Our performance in determining PPA applications within their agreed timescales, as well as applications which have agreed time extensions, and those with Environmental Impact Assessments (EIAs), is monitored separately. We have set ourselves a target for at least 80 per cent of these specific types of planning application to be determined within their agreed timescales. In practice, PPA and EIA applications represent a handful of the determinations we make in this category – the vast majority are planning applications with agreed extensions of time.
- 3.19 Performance on applications with PPAs, EIAs or agreed time extensions dipped during 2020/21 as we adjusted our ways of working due to the pandemic, and we did not achieve our target. Since then, we have made greater use of extensions of time to help us manage workflow, and this has allowed the target to be met for the last two years, with 95 per cent of these applications determined within agreed timescales in 2022/23. However, we see this approach as an interim measure, and do not want use of extensions of time to become normalised in the long-term.

Tree Applications

- 3.20 There are no statutory targets for the speed of processing tree applications, however we aim to determine at least 80 per cent of them within eight weeks.

Table 3: Determination of tree applications

| Year | Tree applications received | Tree applications determined | Tree applications determined within 8 weeks | Target |
|----------------|----------------------------|------------------------------|---|------------|
| 2022/23 | 183 | 193 | 94% | 80% |
| 2021/22 | 176 | 188 | 93% | 80% |
| 2020/21 | 173 | 173 | 85% | 80% |
| 2019/20 | 201 | 185 | 100% | 80% |
| 2018/19 | 199 | 189 | 99% | 80% |

- 3.21 We received 183 tree applications, which is comparable to previous years.

3.22 During 2022/23, tree work application delivery was sustained at a high level. We determined 193 applications, of which 94 per cent were within eight weeks, well above our target.

Planning application (S78) appeals

3.23 This section gives details about the number of planning appeals we received and the outcome.

3.24 We measure performance on planning application appeals in line with the Government's criteria for assessing local planning authority performance. This measures quality of decision over a two-year assessment period, after a nine-month period has elapsed to allow for any appeals to be decided. The assessment period reviewed at the end of 2022/23 was from 1 July 2020 to 30 June 2022.

3.25 The Government's threshold is for no more than 10 per cent of the authority's total number of decisions made on applications during the assessment period to subsequently be overturned at appeal.

Table 4: Planning Appeals

| Assessment Period | Total planning appeals lodged | Different types of planning application decisions subsequently allowed on appeal | | | | |
|------------------------|-------------------------------|--|--------------------------|------------------------|----------------------------|----------------------|
| | | County Matters Major | County Matters Non-Major | District Matters Major | District Matters Non-Major | Target for all types |
| July 2020 to June 2022 | 59 | 0% (0 / 1) | No applications | 4.3% (2 / 47) | 0.5% (10 / 2,181) | < 10% |
| July 2019 to June 2021 | 54 | 0% (0 / 1) | No applications | 4.2% (2 / 48) | 0.4% (8 / 2,037) | < 10% |
| July 2018 to June 2020 | 37 | 0% (0 / 2) | No applications | 0% (0 / 42) | 0.3% (5 / 1,963) | < 10% |
| July 2017 to June 2019 | 37 | 0% (0 / 2) | No applications | 0% (0 / 45) | 0.5% (11 / 2,005) | < 10% |
| July 2016 to June 2018 | 40 | 0% (0 / 1) | No applications | 0% (0 / 47) | 0.8% (16 / 2,086) | < 10% |

3.26 There was one County Matters major application determined during the assessment period, which was not appealed, and there were no County Matters non-major applications. The District Matters appeals performance was well within the threshold for both major and non-major development, at 4.3 per cent and 0.5 per cent respectively, both at a similar level to the previous year's figures.

3.27 During the two-year assessment period, 59 planning appeals (also known as S78 appeals) were lodged, which is a small increase on the previous year's figure. This figure encompasses all appeals against planning application decisions but excludes enforcement appeals (also known as S174 appeals) which are shown in

Table 6. Generally, the number of appeals we receive is very low compared to the total number of applications determined, possibly due to the high proportion of planning applications approved.

Compliance

3.28 This section gives information about our performance in relation to compliance matters.

Table 5: Compliance casework

| Year | Reports received of potential breaches of planning control | Initial site visits carried out within 15 working days | Target | Number of outstanding compliance investigations |
|---------|--|--|--------|---|
| 2022/23 | 292 | 74% (174 / 235) | 80% | 603 |
| 2021/22 | 383 | 67% (126 / 187) | 80% | 569 |
| 2020/21 | 344 | 53% (71 / 134) | 80% | 368 |
| 2019/20 | 377 | 70% (161 / 231) | 80% | 266 |
| 2018/19 | 334 | 60% (83 / 139) | 80% | 243 |

Number of Potential Breaches of Planning Control

3.29 We received 292 reports of potential breaches of planning control, which is the lowest number for five years and a substantial drop from 2021/22 when we saw the highest number of new cases opened in any financial year since 2007/08.

Investigations into Potential Breaches

3.30 We carried out 235 initial site visits following reports of potential breaches of planning control, which is a significant increase from the previous two years. However, the number of site visits was still below the number of new reports we received, and the caseload of outstanding compliance investigations at the end of the year was at its highest ever level, at 603 cases. The rate of increase of the number of outstanding cases year on year has slowed down though.

3.31 The percentage of initial site visits which were carried out within 15 working days of receiving a report was 74 per cent. Although this was still below our target of 80 per cent, it was the best performance for six years.

3.32 Continuing efforts have been made to reduce on-hand compliance casework over the past few years. We have brought in contract support to increase compliance capacity and a new investigator is in post. We are currently seeking to recruit a

further enforcement planner. Our focus on formal action and early investigation has seen significant progress towards resolving breaches, with formal action rates continuing to increase. We remain one of the most active enforcement authorities in England.

- 3.33 Enforcement does however remain an area of concern. In 2023/24 we will be developing a further Enforcement Action Plan, engaging with peers elsewhere in the country to seek out best practice solutions and learning, to develop further approaches, and to better understand our resourcing position.

Appeals against Enforcement (S174) Notices

- 3.34 No target was set for the year; we monitor this figure as an internal measure, to ensure that formal enforcement action is only being pursued where appropriate and reasonable to do so in the public interest.

Table 6: Appeals against Enforcement Notices

| Year | Enforcement appeals | | |
|----------------|---------------------|-----------------------------|------------------|
| | Decided | Allowed | Target |
| 2022/23 | 3 | 0% (0 / 3) | no target |
| 2021/22 | 18 | 17% (3 / 18) | no target |
| 2020/21 | 6 | 17% (1 / 6) | no target |
| 2019/20 | 4 | 25% (1 / 4) | < 35% |
| 2018/19 | 10 | 50% (5 / 10) | < 35% |

- 3.35 Decisions were made on three appeals against enforcement notices, of which none were successful. The percentage of enforcement appeals allowed has remained low for the past four years.

4. Performance of our Local Plan Policies

What are we monitoring?

- 4.1 The AMR covers the monitoring period 1 April 2022 to 31 March 2023. It focuses on evaluating the current planning policies set out in the adopted Lake District National Park Local Plan 2020 - 2035 and assesses whether they are meeting the aspirations of the Authority.

How do we monitor?

- 4.2 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.
- 4.3 Data is collected through internal data management systems, annual surveys and information provided through partner organisations.

How do we measure our success?

- 4.4 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.
 - Dark Grey – no applications received therefore no data to analyse or no target to meet
- 4.5 Of the indicators shown in this report, there are 28 indicators with a green status, 7 with amber and 2 with red. 14 indicators have no status as we do not have any data which relates directly to those indicators. Early indications shows that where data is available and targets exist, a high percentage of targets and measures of performance are being met, demonstrating the effectiveness of our policies in delivering sustainable development across the National Park.

5. Indicators

5.1 The indicators set out in the tables below have been adopted by the Authority following the examination of the Local Plan and will be used to monitor the effectiveness of the policies within the Local Plan over the next few years. This consistency of approach enables us to identify trend data over a period, which is extremely useful when monitoring the effectiveness of planning policies. The monitoring information will be used in subsequent scheduled reviews or could trigger an early partial review of the Local Plan or introduce other interventions if considered necessary. This is the first year of monitoring the effectiveness of the new Local Plan.

Economy and employment

| Indicator | Target | Actual | RAG |
|---|---|--|--|
| Objective: Support the development of new employment sites and buildings (including retail and tourism) | | | |
| Amount and net change of floor space granted planning permission for employment by <ul style="list-style-type: none"> • type, • location, • Distinctive Area | A net increase | Planning approvals = 11 Net change in floor space = 574.9 m ² | Net increase but a decrease on 2021-22 permissions |
| Amount of employment floor space lost to residential use | Smaller better | 441.7 m ² | |
| Amount and net change of floor space completed for employment by <ul style="list-style-type: none"> • Type • Location • Distinctive Area | A net increase | Number of completed sites = 18 Net change in floor space = - 1679.23m ² | |
| Number of jobs (FTE) created by type and location | 190 FTE | Total number of jobs for all policies = 101.5 Number of jobs for Policy 16 = 42 | |
| | TRIGGER: not achieving target for 4 consecutive years | | |

| | | | |
|---|----------------|--|--|
| Amount and net change of commercial, business and service floor space created in Primary Shopping Area | A net increase | Planning approvals = 9 Net change in floor space = 486.5m ² | |
| Amount and net change of commercial, business and service floor space created in Rural Service Centres (including primary shopping areas) | A net increase | Planning approvals = 57 Net change in floor space = 752.2 m ² | Increase in planning approvals but not floor space |
| Amount and net change of commercial, business and service floor space created in Villages, Clusters and Open Countryside | No target | Planning approvals = 45 Net change in floor space = 1177.67m ² | |
| Objective: Support development for local/traditional businesses and activities | | | |
| Number of Whole Estate Plans endorsed by the LDNPA | No target | 0 | |
| Number of applications received, and percentage approved for agricultural diversification | Bigger better | 8 applications received 75% percent approved | |
| Number of applications received, and percentage approved for mineral extraction | No target | 0 application received 0 percent approved | |
| Increase in physical extension to the area of mineral extraction | No target | 0 | |
| Percentage of population that is of working age | No target | 59.3 percent Based on ONS Census 2021 | |
| Percentage of working age population employed by non-visitor economy sectors | No target | 63.5% Based on the ONS Inter Departmental Business Register, 2021 | |

Are we delivering the objectives?

Objective 1: Support the development of new employment sites and buildings (including retail and tourism)

- 5.2 The supporting Prosperous Economy Report Tables 6-9 provide further detail about the type, location and Distinctive Area of indicators relevant to the development of new employment sites.
- 5.3 Local Plan policies are supporting the development of new employment sites and buildings through planning consents, achieving a net increase in the amount of

floor space granted planning permission for employment and the amount of commercial, business and service floor space created in primary shopping areas, rural service centres, villages, cluster communities and open countryside. In comparison to 2021-22, the number of applications granted for employment sites has reduced by 5 applications. Despite the reduction in applications the target has still been achieved and a net increase of employment floorspace has been permitted.

- 5.4 Overall, there has been a net **increase** of 1110m² in the amount of employment floor space granted planning permission under Policy 16. The majority of floor space increases were use class Eg (offices) and B2 (general industrial). Some losses to employment floor space through planning approvals has been observed. Similar to 2021-22, the majority of losses were changing from employment to residential use.
- 5.5 441.7m² of floorspace has been lost to residential use. Although this figure is nearly 200m² less than 2021-22, this indicator has been rated amber because this is not yet a reoccurring trend.
- 5.6 Despite the net-loss in the amount of floor space created through employment completions, there were employment completions on a range of different scales and sites during the monitoring year including the redevelopment of Keswick Pencil Factory a former allocated employment site.
- 5.7 The number of jobs created by type and location has been rated red on the basis that this target has not been achieved during the monitoring year. Page 6 of the supporting *Prosperous Economy Report* provides further detail and explanation for this indicator. The number of jobs created as recorded in this report, is directly linked to the applications we receive and determine. The economic outlook over the next few years looks challenging but we do have several new site allocations that are available and may be taken up by developers and businesses.

Objective 2: Support development for local/traditional businesses and activities

- 5.8 Local Plan policy 19 supports the development and diversification of traditional businesses to help sustain the rural economy and communities. The number of applications received, and percentage approved for agricultural diversification has substantially decreased from 41 received applications (84% approved) in 2021-22 to 8 received applications (75% approved) in 2022-23.
- 5.9 The majority of applications received for agricultural diversification were for non-serviced accommodation including self-contained holiday accommodation and camping and caravanning sites. Approved applications **not** for holiday accommodation included the change of use of a barn to an equine stud and the construction of a live/work unit, helping to sustain the operation of farm businesses and provide employment opportunities for local people.

5.10 59 percent of the Lake District's population is working age - further analysis about the working age population of the Lake District is detailed in Section 3 of the supporting *Prosperous Economy Report*.

Vibrant Communities

| Indicator | Target | Actual | RAG |
|---|---|---|-----|
| Objective: To improve the health and wellbeing of people | | | |
| Amount of new development creating community facilities | A net increase | 5 - including a new youth centre and extensions to a dentists, doctors and village hall | |
| Amount of Local Green Space lost through alternative uses | Smaller better | -538 sqm reduction in amenity green space | |
| Number of community facilities lost to alternative uses | Smaller better | 0 | |
| Objective: Making Communities more resilient | | | |
| Number of houses granted planning permission by: <ul style="list-style-type: none"> Type Location Distinctive Area | 80 per annum | 46 | |
| | TRIGGER: Not achieving target for three consecutive years | | |
| Number of houses completed by: <ul style="list-style-type: none"> Type Location Distinctive Area | 80 per annum | 87 | |
| Percentage of new dwellings approved with a permanent occupancy restriction | Bigger better | 100 percent | |
| Number of houses completed on allocated sites and windfall sites | 80 per annum | 87 | |
| Number of houses completed on previously developed land | Bigger better | 23 (26 percent) | |
| Density of approved housing in allocated sites | No target | 0 | |
| Density of approved housing for more than five units in Rural Service Centres | No target | 1 scheme at Less than 30 dwellings per hectare | |
| Number of homes built on Operational farms | A net increase | 4 | |
| Number of applications received, and percentage approved by community led housing groups | Bigger better | 0 | |
| Number of applications received, and percentage approved for change of use of guest houses to residential including number of additional houses completed | No target | 2 approved for residential use. 8 to flexible use as dwelling or holiday let. | |

| | | | |
|--|----------------|---|--|
| Number of settlements in the Lake District with four, five or six services from: convenience store, meeting place, primary school, public house, post office, doctors' surgery | Bigger better | Three services = 3 Four services = 4 Five services = 13 Six services = 5 Six plus services = 13 | |
| Number of applications received, and percentage approved for multi-uses of community facilities | No target | 0 | |
| Number of units granted planning permission for holiday letting which are new build. | 0 per annum | 0 | |
| Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds | Smaller better | 1 | |
| Percentage of housing applications approved which meet the 30 per cent renewable energy target | Bigger better | 71 per cent | |
| Percentage of other developments of greater than 100 square metres floorspace approved which meet the 30 per cent renewable energy target | Bigger better | 100 percent | |

Are we delivering the objectives?

Objective 3: To improve the health and wellbeing of people

- 5.11 During the monitoring period, 5 planning applications were received and approved for new or improved community facilities including a youth centre, an extension to a doctors surgery, an improved playground, an extension to a dentists and a village hall extension.
- 5.12 There was a -538 sqm reduction in amenity green space to facilitate the refurbishment of the 'Old Smithy' Tea room in Caldbeck.
- 5.13 The policy is providing a robust framework to provide the social, recreational and cultural facilities and services needed by communities when required to support healthy lifestyles.

Objective 4: Making communities more resilient

- 5.14 The new housing figure of 1200 new homes established through Policy 15, equates to 80 per annum, this is a step up from 60 per annum in the previous Plan. The target has not been achieved this year, details of which can be viewed in the Housing Monitoring Reports.
- 5.15 Planning permission was granted for 46 new homes during the monitoring period, the majority of which were local need housing. Two units of local affordable

housing were approved, and two guesthouses were granted permission to be used as a house with a permanent home occupancy condition. An additional 9 guesthouses were granted permission for flexible use as a holiday let or dwelling. The location of these is split as follows: 9 percent Allerdale; 22 percent Copeland; 4 percent Eden; 65 percent South Lakeland.

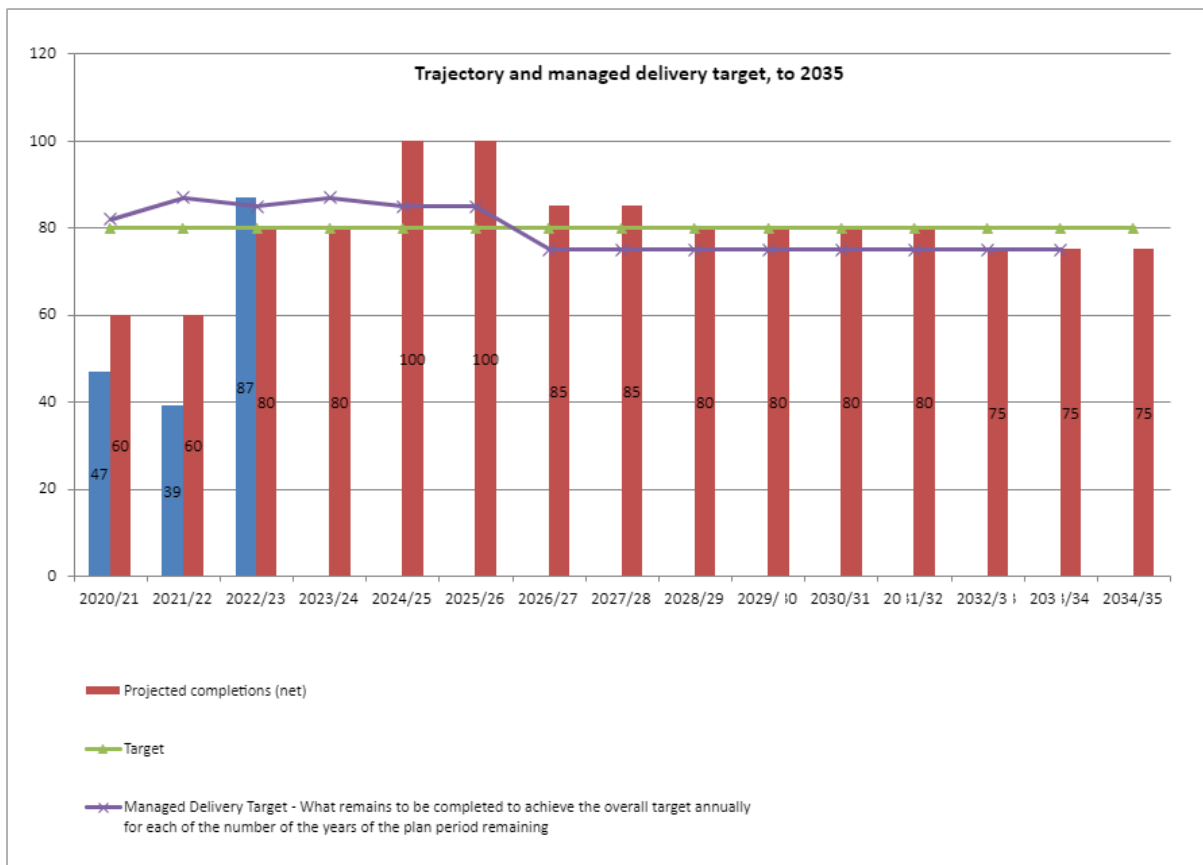
Table 7: Planning Approvals for new homes (including outline permissions)

| Policy 15 | Dwelling Type | Number (net) |
|------------------|----------------------------|--------------|
| Local Affordable | Local Affordable housing | 2 |
| Local need | Local Occupancy Condition | 37 |
| Other | Guesthouse to dwelling | 3 |
| | Guesthouse to flexible use | 6 |
| | TOTAL | 48 |

- 5.16 87 new homes were built during the monitoring period, all were built on windfall sites, with 26 percent being on previously developed land. 31 percent have been delivered in Rural Service Centres and 25 per cent in villages. 56 per cent is in a Rural Service Centre or village location, this is below the expectations of spatial strategy, which states Rural Service Centres should be the focus for new housing. The 38 houses provided in cluster communities and open countryside locations were mainly change of use, with four being new build. Four new local affordable homes were built during the monitoring period, in Thornthwaite, and Threlkeld. Further analysis on location is provided in the Housing Completions Report 2022-2023.
- 5.17 Whilst the completions figure is below the annual target of 80 per annum, we are at the early stages of the Plan period. The Housing Trajectory shown in Figure 1 below is reviewed every year and is a useful tool to manage housing delivery. At this early stage, it is based on assumptions regarding implementation rates, including lead in times and build rates. We had originally anticipated the land allocated for housing at Orrest Head, Windermere would have started on site in 22/23 but it is a complicated site and negotiations with all the interested parties continue.
- 5.18 The annual target is based on delivering 1200 new homes over 15 years. You will see from the Housing Trajectory below that this fluctuates depending on what remains to be completed to achieve the overall target annually for each of the number of the years of the plan period remaining. For 2023/24 the annual target increases to 87.
- 5.19 There are many reasons why homes are not built, many of which are external factors outside our control as a Local Planning Authority. Whilst we have

allocated land suitable for new homes, the construction industry has been affected by Brexit and the Covid-19 pandemic, with the availability of materials and staff hit the worst. Whilst government look to introduce reform of the planning system, and revise fiscal policy, we have allocated several new sites for housing, some of which are likely to come forward over the next few years, and continue to work with funding providers, namely Homes England to help facilitate new house building in the Lake District. The key thing to remember is we have a robust housing policy which ensures all new homes built are contributing to meeting an identified local need and helping make communities more resilient.

Figure 1: Housing Trajectory



5.20 The 2023 Local Service Provision Survey shows that the majority of community, cultural facilities and local services are being sustained in rural services centres and villages across the Lake District. All rural service centres, excluding Gosforth have six or more facilities. Five villages have six services, 13 villages have five services, two villages have four services and only one village, Portinscale has three services.

5.21 The Environment Agency objected to six planning applications during the monitoring period. In all but one case, the Environment Agency withdrew their objection following receipt of acceptable Flood Risk Assessments or further information. One application was approved contrary to Environment Agency advice. This application was for the change of use from a holiday cottage to purposes incidental to the enjoyment of the [host] dwelling. The planning officer in

this case considered a Flood Risk Assessment was not necessary given the specifics of the proposal.

- 5.22 71 percent of housing applications approved during the monitoring period were in support of Policy 20: Renewable and low carbon energy, this included a form of renewable energy, or a planning condition imposed to secure renewable energy within the scheme. Nine housing applications made no reference to Policy 20 and renewable energy was not included in the approved scheme. These largely refer to change of use from guesthouse to residential applications. 13 applications were approved for developments of 100sqm or more, other than housing. The policy was applied to 12 of these applications, the remaining 1 application was for agricultural use and therefore Policy 20 was not applied.

Visitor experience

| Indicator | Target | Actual | RAG |
|---|----------------|--|-----|
| Objective: Every visitor has the best experience through improved attractions, access and transport | | | |
| Amount and net change of floor space granted planning permission for tourism by: <ul style="list-style-type: none"> Type Location Distinctive Area | A net increase | Planning approvals = 74 Net change = 3474.3m ² | |
| Number of applications received, and percentage approved for change of use from guesthouses to different forms of holiday accommodation | No target | Applications received: - 22 applications to holiday let - 11 applications to flexible use 100% percent approved | |
| Objective: Promote development that provides and or improves sustainable and integrated transport within the Lake District | | | |
| Number of applications received and percentage approved for sustainable access and travel proposals | Bigger better | 3 applications received 100 percent approved | |
| Number of applications received and percentage approved for vehicle parking proposals as part of sustainable transport improvements | No target | 1 application received for parking proposals. 100 percent of applications approved | |
| Number of additional parking spaces granted through planning permission by location | No target | 28 additional parking spaces | |
| Objective: Increase length of stay of overnight visitors | | | |
| Number of bed spaces created by: <ul style="list-style-type: none"> Type Location Distinctive Area | A net increase | Number of bed spaces created Policy 18 and 19 = 418 | |
| Number of applications received and percentage approved for the reuse of existing buildings for holiday letting | A net increase | 41 applications received 98% percent approved | |

| Objective: Encourage year round sustainable tourism | | | |
|---|----------------|---|--|
| Number of applications received and percentage approved for year round use of camping and caravanning sites | A net increase | 3 applications received 100 percent approved | |

Are we delivering the objectives?

Objective 5: Every visitor has the best experience through improved attractions, access and transport

- 5.23 Detail about the type, location and Distinctive Area are shown in Table 12 of the supporting Prosperous Economy Report. There was an overall increase in the amount of floor space granted planning permission for tourism but the net change in floorspace has decreased from 7956m² in 2021-22 to 3474.3m² in 2022-23. In 2021, many of the approved applications were of larger scale including the change of use of a residential training centre to holiday use and the conversion of barns to holiday lets.
- 5.24 The majority of approved applications relating to sustainable tourism and holiday accommodation were located in rural service centres for a range of tourism proposals including changes of use of guesthouses to holiday lets and improvements to existing attractions, including hotels. This data suggest that visitors' experience is being improved through the diverse range of accommodation on offer and improvements to existing attractions.
- 5.25 In total, 22 applications were received and approved for a change of use from a guesthouse to a different form of holiday accommodation. An additional 11 applications were approved for a change of use from a guesthouse to flexible uses. There is no target for this indicator and 100 percent of applications received have been approved. The number of guesthouse change of use applications has increased from 14 in 2021-22 to 22 in 2022-23 demonstrating changing visitor preferences.

Objective 6: Promote development that provides and or improves sustainable and integrated transport within the Lake District

- 5.26 Policies 21 and 22 aim to support the development of sustainable transport. Three planning applications were received and approved for sustainable access and travel proposals, including the Lake District National Park Authority's own application for a multi-user trail from Lakeside Hotel to The Knoll along the western shore of Windermere. Other applications include the installation of electric vehicle charging points at Newby Bridge Service Station.
- 5.27 There is no target for the number of vehicle parking proposals, or the number of additional parking spaces granted through planning permission. The additional 28 parking spaces granted in this monitoring period relate to a temporary car park in Keswick.

Objective 7: Increase length of stay of overnight visitors

- 5.28 The net change in the number of bed spaces created under both Policies 18 and 19 is 418 bed spaces. Information about the type, location and distinctive area of bed spaces created is shown in Table 13 of the supporting *Prosperous Economy Report*.
- 5.29 A total of 95 new serviced bed spaces were created but 397 serviced bed spaces were lost to other uses, including residential use, resulting in the overall net loss of 302 serviced bed spaces. The 397 lost serviced bed spaces created 415 non-serviced bed spaces through changes of use, in most cases the changes of use of guest houses to holiday lets created an overall increase in non-serviced bedspaces. These figures do not sum due to internal changes in accommodation resulting in different numbers of bedspaces.
- 5.30 A total of 706 new non-serviced bed spaces were created through 51 planning applications. Detail about the type of non-serviced bedspaces **created** is detailed in Table 8 below.
- 5.31 In comparison to 2021-22, 2022-23 has experienced a reduction in the net change of bed spaces from 564 to 418.

Table 8: Number and type of non-serviced bedspaces created by Policies 18 and 19

| | Non-serviced bed spaces |
|---------------------|-------------------------|
| Glamping/Pods | 112 |
| Holiday let | 321 |
| Static Caravans | 144 |
| Group accommodation | 0 |
| Cabin/Lodges | 12 |
| Total | 589 |

- 5.32 In 2022-23, 11 non-serviced bed spaces were lost from 2 planning approvals. These bed spaces changed to local occupancy housing.
- 5.33 Data from Cumbria Tourism shows that the number of tourists staying overnight in the Lake District has fully recovered post COVID. In 2022 there were nearly 4 million overnight visitors, a 31.9% increase from 2021.

Objective 8: Encourage year-round sustainable tourism

- 5.34 A total of 15 applications were approved for camping and caravanning sites including glamping pods and lodges. These ranged from new sites to physical extensions to existing sites. From the 15 applications, 3 applications were received for year-round camping and caravanning use and 100% of these were approved.
- 5.35 The 2021-22 annual monitoring report showed that the range of accommodation available has broadened, this trend has continued in 2022-23. Camping pods and lodges remain popular, from the 15 approved applications, 8 proposals include glamping pods and lodges. Further information about the type of campsites granted planning approval is shown in Table 15 of the supporting Prosperous Economy Report.
- 5.36 The net-change of bed spaces has reduced in comparison to 2021-22, but the overall target to increase the number of bedspaces has been achieved, helping to encourage year-round tourism through a range of accommodation types.

Landscape and cultural heritage

| Indicator | Target | Actual | RAG |
|---|----------------|--|-----|
| Objective: To preserve, enhance and manage landscape quality and character for future generations | | | |
| Number of applications received and percentage approved contrary to Policy 05: Protecting the Spectacular Landscape | Smaller better | 725 applications received 5 approved contrary to Policy / 0.6 percent | |
| Number of applications received and percentage approved contrary to Policy 06: Design and development | Smaller better | 946 applications received 8 approved contrary to Policy / 0.8 percent | |
| Number of applications received and percentage approved contrary to Policy 24: Lakeshore development | Smaller better | 24 applications received 1 approved contrary to Policy | |
| Number of applications received and percentage approved contrary to Policy 25: Development for the keeping of animals on a non-commercial basis | Smaller better | 4 applications received 0 approved contrary to Policy | |
| Number of major development applications approved against Policy 26: Major Development | Smaller better | 0 applications received | |
| Objective: To improve the quality of the built and natural environment, including the historic environment, heritage assets and their setting. | | | |
| Number of applications received and percentage approved contrary to Policy 04: Biodiversity and geodiversity | Smaller better | 493 applications received 2 approved contrary to Policy / 0.4 percent | |
| Number of applications where there is a 10 percent or more increase in biodiversity units as measured by the biodiversity metric | Bigger better | | |
| Number of applications received and percentage approved contrary to Policy 07: Historic environment | Smaller better | 639 applications received 3 approved contrary to Policy / 0.5 percent | |

| | | | |
|---|----------------|---|--|
| Number of listed buildings removed from Heritage at Risk register through works completed | Bigger better | 0 | |
| Number of Scheduled Ancient Monuments removed from Heritage at Risk register through works completed | Bigger better | 0 | |
| Number of applications received, and percentage approved for change of use of a building of archaeological or historic importance to economic or residential uses | A net increase | 11 – residential, 91% approved 6 – holiday let, 100% approved 5 – residential extension into existing barn, 100% approved | |

Are we delivering the objectives?

Objective 9: to preserve, enhance and manage landscape quality and character for future generations

5.37 Both Policies 05 and 06 are used extensively in the assessment of planning applications to ensure the highest level of protection is given to the landscape and to reinforce local distinctiveness and character. Whilst a small percentage of planning applications have been approved contrary to these policies, in the main, their use is serving to preserve, enhance and manage the landscape as intended. For the small percentage of development proposals which have been approved contrary to these policies, the assessment would have included a judgement based on how the benefits of the proposals outweighed the harm in each case. This statistic does not cause concern.

Objective 10: To improve the quality of the built and natural environment, including the historic environment, heritage assets and their setting.

5.38 It has not proved practical to apply Policy 04 as intended through the Biodiversity Supplementary Planning Document. The government consulted on Biodiversity Net Gain Regulations and Implementation in April 2022 which aimed to define the scope of the biodiversity net gain requirement for the Town and Country Planning Act 1990 (Development). Following this consultation Defra announced that BNG would apply to most major developments in January 2024 and to smaller sites in April 2024. To allow developers, landowners and local planning authorities more time to familiarise themselves with the requirements and learn lessons from early practitioners. Whilst our SPD is largely aligned with the proposed scope, there remains some question marks around thresholds, exemptions, and process which the government will make clear through new legislation. In the meantime, the

Authority is continuing its work to establish a habitat bank to enable off-site gains were appropriate.

- 5.39 A very small percentage of planning permissions were granted approval contrary to Policy 07 and is usually the case where the wider public benefit outweighs the harm caused. No listed buildings have been removed from the Heritage at Risk register through works completed, and no Scheduled Ancient Monuments have been removed.
- 5.40 There is a Heritage at Risk report published each year in October time. Last year's is here: [Historic England - Heritage at Risk Register 2022, North West](#)
- 5.41 Officially, there are nine buildings and structures, five places of worship, 17 archaeology entries and no conservation areas or registered parks and gardens. These are split into buildings and structures, places of worship, with archaeology entries split into nine listed buildings and 20 scheduled monuments (as some structures are duplicated as scheduled monuments in the list for some reason e.g., Low Wood gunpowder works/Greenside).
- 5.42 Through Policy 07, we encourage the sympathetic reuse of buildings of archaeological or historic importance, which make a positive contribution to the landscape character and sense of place. 17 applications have been received and approved during the monitoring period for the change of use of a building of historic importance to residential use, holiday let use or an extension of an existing home into a barn. These have largely involved the change of use of either a field barn or adjoining barn that have either been listed under the Statutory List of Buildings of Special Architectural or Historic Interest or are of historical importance locally.

6. Additional monitoring requests

Total population with the National Park broken down by age range (percentage working age)

6.1 The working age population is defined as those aged 15 to 64. Table 9 provides an overview of the estimated population for the Lake District National Park. Table 10 provides a comparison of the estimated population for the Lake District National Park between the 2011 and 2021 census.

Table 9: ONS Mid-year population estimates for the Lake District National Park

| Year | 0-14 | 15-64 | 65+ | Total |
|---------------|-------|--------|--------|--------|
| Mid-year 2020 | 4,651 | 23,393 | 12,241 | 40,284 |
| Mid-year 2019 | 4,694 | 23,503 | 12,143 | 40,340 |
| Mid-year 2018 | 4,802 | 23,561 | 11,915 | 40,278 |
| Mid-year 2017 | 4,838 | 23,631 | 11,792 | 40,261 |
| Mid-year 2016 | 4,872 | 23,656 | 11,692 | 40,220 |
| Mid-year 2015 | 4,894 | 23,922 | 11,599 | 40,415 |
| Mid-year 2014 | 4,927 | 24,150 | 11,372 | 40,449 |
| Mid-year 2013 | 4,972 | 24,504 | 11,229 | 40,705 |
| Mid-year 2012 | 5,002 | 24,742 | 10,923 | 40,667 |
| Mid-year 2011 | 5,093 | 25,155 | 10,504 | 40,752 |
| Mid-year 2010 | 5,256 | 26,392 | 10,017 | 41,665 |

(Source: ONS mid-year (30 June) population estimates for National Parks in England and Wales. Data not available for mid-year 2021-22.)

Table 10: ONS Census 2021 population estimates for the Lake District National Park

| Year | 0-14 | 15-64 | 65+ | Total |
|-------------|-------|--------|--------|--------|
| Census 2021 | 4,406 | 23,142 | 11,464 | 38,993 |
| Census 2011 | 5,126 | 25,234 | 10,410 | 40,770 |

6.2 In summary, Table 9 shows that the population of the Lake District National Park is estimated to have declined by 3.3 percent from 2010 to 2020. Table 10 shows that between 2011 and 2021, the total population of the Lake District National Park has declined by 4.5% from 40,770 in 2011 to 38,993 in 2021¹, despite the National Park increasing by 73 square kilometres in 2016.

6.3 In comparison to the 2011 Census data², the proportion of the population who are working age in the Lake District National Park has decreased by 3%. In 2011, 62% of the population of the Lake District National Park were of working age. In 2021 59% of the population of the Lake District National Park were working age.

¹ [National park residents, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

² [2011 Census - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

6.4 Section 3 of the accompanying Prosperous Economy Report provides a detailed overview of the population of the National Park and provides reasons for the changing demographic.

Number of cases raised to Planning on houses with ‘Local Occupancy’ clauses that are Holiday / 2nd homes, including number of cases resolved each year and the outcome.

6.5 The information in Table 10 below has been provided by the Development Management Compliance Team in response to the above monitoring question.

Table 10: Number of cases raised, and action taken regarding breaches of local occupancy conditions.

| | |
|--|--|
| Number of enforcement complaints received between 1 April 2022 and 31 March 2023 alleging occupation of properties as holiday lets in breach of local occupancy restrictions | 8 |
| How many of those cases received between 1 April 2022 and 31 March 2023 have been closed | 5 |
| ? unresolved case | 3 |
| Outcome of those cases received between 1 April 2022 and 31 March 2023 which have been closed | 3 - no breach 2 - notice complied with |
| Other cases about breaches of local occupancy conditions – fulltime occupants not meeting the local occupancy criteria | 8 4 of these have been resolved all because no breach found |

Total dwellings in the National Park

6.6 The table below uses information from Census 2011 and annual completions surveyed by the Authority to estimate the total number of dwellings in the National Park. The 2021 Census has not confirmed the total number of dwellings, and instead only confirmed the housing stock and tenure shown in Table 12.

Table 11: Estimated Number of dwellings in the Lake District National Park

| Data source | completions | dwellings |
|-------------|-------------|-----------|
| 2022/23 | 87 | |
| 2021/22 | 39 | |
| 2020/21 | 47 | |
| 2019/20 | 72 | |
| 2018/19 | 76 | |
| 2017/18 | 93 | |
| 2016/17 | 111 | |
| 2015/16 | 48 | |
| 2014/15 | 154 | |

| | | |
|-------------------|------------|---------------|
| 2013/14 | 77 | |
| 2012/13 | 74 | |
| 2011/12 | 62 | |
| Census 2011 | - | 23,890 |
| Total 2022 | 940 | 24,830 |

Split between dwellings by open market, local occupancy housing and social housing

6.7 The Census data on housing stock and tenure shown in Table 12. Generally, the data shows a preference for larger detached houses. The proportion of housing stock in the Lake District National Park that is detached has increased by 2.9% and the proportion of semi-detached houses has also increased by 2.5%.

6.8 In comparison to 2011, the proportion of households who own their property has increased by 2.2% in 2021. Whereas the proportion of households who own their property with a mortgage has decreased by 2.6%.

Table 12: Census 2021 data on housing stock and tenure for the Lake District National Park

| Housing stock | | |
|----------------------|-------------|---|
| 2011 | 2021 | House Type |
| 36.4% | 39.3% | Detached |
| 23.15% | 25.6% | Semi-detached |
| 23.86% | 21% | Terraced |
| 15.82% | 7.7% | Flat |
| - | 2.5% | Shared house |
| - | 1.5% | Part of another converted building, e.g, former school, church or warehouse |
| - | 1.8% | In a commercial building, e.g, in an office building, hotel or over a shop |
| 0.75% | 0.6% | Caravan |
| Tenure | | |
| 2011 | 2021 | House Type |
| 45.9% | 48.1% | Own outright |
| 21.1% | 18.5% | Own with a mortgage |
| 0.7% | 0.7% | Shared ownership |
| 4.7% | 3.3% | Social rent through LA |
| 7.8% | 9.9% | Social rent through other |
| 14.5% | 14.6% | Private rent through Private landlord |
| 2.5% | 4.8% | Private rent through other |
| 2.8% | 0% | Free rent |

The number of second homes, holiday lets etc.

- 6.9 Please see ANNEX 2 for information on the number of second homes and holiday lets by Parish. 25 percent of the housing stock in the Lake District has no permanent resident. Furthermore, over half the parishes in the Lake District have 20 percent or more of the housing stock used for second homes or holiday lets; in some parishes this figure is much higher. There has been a rapid increase in the number of holiday lets.

Volume of property sales in the National Park per annum (over 5 years and updated annually if possible)

- 6.10 Using data from Rightmove (October 2023), 252 properties were sold in the Rural Service Centres and Villages (identified in Policy 02) in the Lake District during the last year compared to 243 the previous year. Over the last five years a total of 2,942 properties have been sold, with Ambleside (220) Bowness (322), Keswick (509) and Windermere (753) being the main locations.

Table 13: Number of properties sold during the last year by settlement and environs

| Settlement | Overall average price | Numbers sold last year | Numbers sold last 5 years |
|-------------------------|-----------------------|------------------------|---------------------------|
| Ambleside | £438,356 | 18 | 220 |
| Backbarrow | £234,643 | 7 | 90 |
| Bassenthwaite | £475,000 | 4 | 21 |
| Braithwaite | £696,000 | 3 | 33 |
| Bootle | £113,000 | 5 | 30 |
| Elterwater | £1,500,000 | 1 | 9 |
| Bowness | £479,874 | 42 | 322 |
| Broughton-In-Furness | £397,500 | 6 | 51 |
| Caldbeck | £458,750 | 4 | 31 |
| Chapel Stile | £794,500 | 2 | 18 |
| Coniston | £202,500 | 2 | 52 |
| Crosthwaite | £626,500 | 4 | 21 |
| Embleton | £362,300 | 5 | 18 |
| Ennerdale Bridge | £334,580 | 3 | 14 |
| Eskdale Green | £428,445 | 9 | 68 |
| Glenridding | - | 0 | 20 |
| Gosforth | £259,500 | 10 | 76 |
| Grasmere | £783,333 | 3 | 36 |
| Hawkshead | £475,833 | 6 | 29 |
| Haverthwaite | £244,167 | 9 | 111 |
| Keswick | £350,246 | 47 | 509 |
| Lane End (Waberthwaite) | - | 0 | 8 |

| | | | |
|------------------|------------|----|-----|
| Lindale | £258,950 | 10 | 65 |
| High Lorton | £520,000 | 1 | 9 |
| Low Lorton | - | 0 | 4 |
| Patterdale | - | 0 | 3 |
| Penruddock | £333,167 | 3 | 16 |
| Pooley Bridge | - | 0 | 5 |
| Portinscale | £754,800 | 5 | 49 |
| Ravenglass | £137,500 | 2 | 16 |
| Rosthwaite | £721,667 | 3 | 6 |
| Silecroft | £280,000 | 4 | 16 |
| Staveley | £361,596 | 13 | 102 |
| Threlkeld | £398,227 | 11 | 47 |
| Troutbeck | £2,350,000 | 1 | 21 |
| Troutbeck Bridge | - | 0 | 28 |
| Witherslack | £365,000 | 1 | 15 |
| Windermere | £498,611 | 89 | 753 |

Range of holiday accommodation in the National Park³

6.11 We seek to retain and evolve a range of high-quality holiday accommodation. The data below relating to the number of establishments, rooms and bed spaces is sourced from Cumbria Tourism’s tourist accommodation stock summary.

Table 14: Serviced Accommodation profile in the Lake District National Park

| | Establishments | Rooms | Bed Spaces |
|-------------|----------------|--------------|---------------|
| 2023 | 772 | 7,420 | 15,438 |
| 2022 | 774 | 7,643 | 16,016 |
| 2021 | 764 | 7,343 | 15,242 |
| 2019 | 773 | 7,379 | 15,289 |

6.12 Table 14 shows that between 2022 and 2023 there was a decrease of 2 serviced accommodation properties. Table 14 also shows that the number of rooms and bed spaces has decreased, reflecting the decline in the popularity of B&B accommodation that was reported in the Cumbria Tourism Visitor Survey 2018⁴.

6.13 The updated Cumbria Tourism Visitor Survey 2022⁵ reported that the number of visitors staying in B&Bs has increased to 16% across the whole of Cumbria.

³ Cumbria Tourism Accommodation Stock Survey, 2019, 2021, 2022, 2023

⁴ Cumbria Tourism Visitor Survey, 2018

⁵ Cumbria Tourism Visitor Survey, 2022

Table 15: Self-Catering Accommodation profile in the Lake District National Park

| | Units | Bed Spaces |
|-------------|--------------|-------------------|
| 2023 | 5,003 | 23,776 |
| 2022 | 4,979 | 23,651 |
| 2021 | 4,962 | 23,512 |
| 2019 | 4,937 | 23,404 |

- 6.14 Between 2019 and 2023 there has been an increase of 66 self-catering properties. An increase of 24 properties between 2022 and 2023. Again, this trend correlates to the increase in the number of non-serviced bed spaces created through planning approvals, discussed in Objective 7. It is important to note that information on self-catering accommodation provided by Cumbria Tourism is significantly higher than the information presented in Annex 2. This is because the data source is different. We acknowledge the data in Annex 2 is an under representation.

Table 16: Touring Caravan and Camping Sites in the Lake District National Park

| | Sites | Units/Pitches | Bed spaces |
|-------------|--------------|----------------------|-------------------|
| 2023 | 74 | 6,000 | 18,000 |
| 2022 | 72 | 6,140 | 18,420 |
| 2021 | 70 | 6,150 | 18,450 |
| 2019 | 70 | 5,890 | 17,670 |

- 6.15 The number of touring caravan and camping sites has increased by 4 between 2019 and 2023. Between 2019 and 2022 the number of available touring caravan and camping bed spaces increased by 750 spaces. But between 2022 and 2023 the number of caravan and camping bed spaces has reduced by 420. Table 16 in the supporting Prosperous Economy Report provides an overview of the types of camping and caravanning planning applications received in the 2022-23 period.

Table 17: Alternative Accommodation in the Lake District National Park

| | Sites | Bed spaces |
|-------------|--------------|-------------------|
| 2023 | 93 | 4,254 |
| 2022 | 89 | 4,100 |
| 2021 | 83 | 3,941 |
| 2019 | 84 | 4,002 |

- 6.16 Alternative accommodation includes hostels, camping pods, yurts, tipis, glamping, wigwams, shepherd's huts, camping barns, bunkhouses and group accommodation.
- 6.17 Between 2019 and 2023 the number of sites has increased by 9, and the number of bed spaces has increased by 4,252. Data from planning applications and approvals shows that this type of accommodation is becoming more popular, particularly in relation to farm diversification schemes. In the 2022-23 monitoring

period, 5 applications for extensions to glamping sites or new glamping sites were approved.

6.18 Overall, the Lake District National Park is maintaining a diverse holiday accommodation offer. The total number of bed spaces for all types of accommodation has increased by 1,103 bed spaces (2 per cent), between 2019 and 2023.

6.19 The tables below show the proportion of bed spaces and proportion of accommodation establishments by accommodation type.

Table 18: Proportion of bed spaces by accommodation type in the Lake District National Park

| Accommodation Type | Proportion of bed spaces | | | |
|-----------------------------------|--------------------------|------|------|------|
| | 2019 | 2021 | 2022 | 2023 |
| Serviced Accommodation | 25% | 25% | 26% | 25% |
| Self-Catering Accommodation | 39% | 38% | 38% | 39% |
| Touring Caravan and Camping Sites | 29% | 30% | 30% | 29% |
| Alternative Accommodation | 7% | 6% | 7% | 7% |

Table 19: Proportion of establishments/units/sites by accommodation type in the Lake District National Park

| Accommodation Type | Proportion of establishments/units/sites | | | |
|-----------------------------------|--|------|------|------|
| | 2019 | 2021 | 2022 | 2023 |
| Serviced Accommodation | 13% | 13% | 13% | 13% |
| Self-Catering Accommodation | 84% | 84% | 84% | 84% |
| Touring Caravan and Camping Sites | 1% | 1% | 1% | 1% |
| Alternative Accommodation | 1% | 1% | 2% | 2% |

**Figures do not sum due to rounding*

6.20 Trends show that there is very little change and only a small increase in alternative accommodation types and the proportion of accommodation that is self-catering. Generally, the proportion of bed spaces and the proportion of establishments offered by different accommodation types remains unchanged between 2019 and 2023, demonstrating that quality holiday accommodation is being retained.

7. Neighbourhood Development Plans

- 7.1 A neighbourhood development plan forms part of the development plan and sits alongside the local plan prepared by the local planning authority. Decisions on planning applications will be made using both the Local Plan and the neighbourhood plan, and any other material considerations. It attains the same legal status as the local plan once it has been agreed at a referendum and is made (brought into legal force) by the local planning authority.
- 7.2 We have two neighbourhood development plans in the National Park which have gone through referendum and been made legal by the Authority. The Matterdale Neighbourhood Development Plan was adopted in December 2015 and the Coniston Neighbourhood Development Plan was adopted in February 2016.
- 7.3 The policy used most frequently in determining applications in-line with the Matterdale Neighbourhood Plan was MNP8 – Environment.
- 7.4 The policies used most frequently in determining applications in-line with the Coniston Neighbourhood Plan are CNP2 – Businesses, CNP4 – Buildings Structure & Sites of Historic Importance and CNP8 – Environmental Sustainability.
- 7.5 We will continue to monitor and assess planning applications against the policies in the made neighbourhood plans through the Annual Monitoring report.

8. Self-Build

- 8.1 We are required to keep a register of individuals and associations who have expressed an interest in acquiring serviced plots for self and custom housebuilding. Those that wish to express an interest in custom/self-build in the Lake District National Park can complete a form which is available on our website.
- 8.2 Custom build is where you buy a pre-prepared plot of land and then engage with a specialist design-and-build contractor to build it. Self-Build is where you find a plot of land, decide the design of your home, and then select a contractor to build it. In considering whether a home is a Self-Build or Custom Build home, relevant authorities must be satisfied that the initial owner of the home will have primary input into its final design and layout.
- 8.3 As the local planning authority we have a duty to have regard to the self-build register when carrying out our planning functions. An authority must give suitable development permission in respect of enough serviced plots of land to meet the demand for self-build and custom housebuilding in the authority's area arising in each base period. There is, however, no specific duty to deliver the preferences of those on the Register.
- 8.4 Where a relevant authority sets eligibility criteria, the register kept by that authority must be divided into two parts, referred to as Part 1 and Part 2, as described below...
- a) Part 1 –where the applicant satisfies both the basic eligibility conditions and the local eligibility conditions, or
- b) Part 2 –where the applicant satisfies the basic eligibility conditions but do not meet the local connection test

| Base period | Number of entries on the register | | No. of self-build homes permitted | Time allowed for compliance with the duty |
|--|-----------------------------------|-----------|-----------------------------------|---|
| | Part 1 | Part 2 | | |
| Base period 1 16/03/2016 – 30/10/2016 | 0 | 0 | - | - |
| Base period 2 31/10/2016 – 30/10/2017 | 6 | 2 | - | 31/10/2017 – 30/10/2020 |
| Base period 3 31/10/2017 - 30/10/2018 | 2 | 4 | - | 31/10/2018 – 30/10/2021 |
| Base period 4 31/10/2018 – 30/10/2019 | 6 | 6 | - | 31/10/2019 – 30/10/2022 |
| Base period 5 31/10/2019 – 30/10/2020 | 6 | 9 | - | 31/10/2020 – 30/10/2023 |
| Base period 6 31/10/2020 – 30/10/2021 | 6 | 11 | 14 | 31/10/2021 – 30/10/2024 |
| Base period 7 31/10/2021 – 30/10/2022 | 0 | 4 | 10 | 31/10/2022 – 30/10/2025 |
| Base period 8 31/10/2022 – 31/03/2023 | 1 | 6 | 2 | |
| Total | 27 | 46 | 26 | |

| | | | | |
|-------------------------|---|--|--|--|
| Average per base period | 4 | | | |
|-------------------------|---|--|--|--|

- 8.5 The majority of the land owned by the Authority is not suitable for the delivery of new housing. Our ability to satisfy the duty is therefore reliant on developers who submit applications for new housing on allocated sites to be amenable to the provision of service plots for self-build in the final scheme. The majority of our self-build schemes come through the traditional route of windfall sites where an applicant has access to a plot of land, has designed the house and seeks planning permission for the scheme.
- 8.6 We report to Department of Levelling Up, Housing and Communities on our performance against the Statutory Duty to meet demand on Self-Build Day, which is the 30 October each year. For Base periods 1 – 8 (see table above) there are 27 applicants on Part 1 of the Register.
- 8.7 We started collating data on planning permission that meet the self-build definition in October 2020. No serviced plots for self-build were permitted by 31 March 2023 to specifically meet the demand of those identified on the register. There is no specific duty on the Authority to deliver the preferences of those on the register.
- 8.8 Between 01 April 2022 – 31 March 2023 we approved 8 new homes that meet the self-build definition.
- 8.9 If you take the register as general evidence for demand for self-build, through our Development Management service, between 31 October 2020 and 31 March 2023, we have granted permission for **26** new homes on windfall sites that meet the self-build definition. That is, we are confident the initial owner of the home has had primary input into its final design and layout. Whilst we are not meeting the demand for self-build as determined by those on the Register, we continue to meet the government’s intention of facilitating self-build homes.

ANNEX 1: Housing delivery on Windfall Sites

8.10 The NPPF (paragraph 71) allows for the inclusion of windfall sites (i.e., sites not previously identified or allocated which come forward unexpectedly) in the five-year land supply, where there is compelling evidence that they will provide a reliable source of supply. As a rural authority, most of our housing has been developed on small sites or non-allocated sites, usually as self-build schemes. The table below identifies the number of windfall completions between April 2010 and March 2023.

| Year | Windfall completions | Total completions | % Windfall | Five Year average (units) |
|-------------|-----------------------------|--------------------------|-------------------|----------------------------------|
| 2022/23 | 87 | 87 | 100% | 58 |
| 2021/22 | 39 | 39 | 100% | 58 |
| 2020/21 | 44 | 47 | 94% | 63 |
| 2019/20 | 59 | 72 | 82% | 63 |
| 2018/19 | 60 | 84 | 71% | 69 |
| 2017/18 | 85 | 95 | 89% | 64 |
| 2016/17 | 65 | 110 | 59% | 60 |
| 2015/16 | 48 | 48 | 100% | 57 |
| 2014/15 | 85 | 145 | 59% | 54 |
| 2013/14 | 37 | 75 | 49% | n/a |
| 2012/13 | 63 | 63 | 100% | n/a |
| 2011/12 | 53 | 53 | 100% | n/a |
| 2010/11 | 30 | 30 | 100% | n/a |

ANNEX 2: Second Home and holiday let data by Parish (July 2022)

| PARISH | 2nd homes | Holiday lets (self-contained and guesthouses) | empty properties | Total domestic properties (From C.Tax records) | % of 2nd homes | % of properties not used for permanent residential |
|--------------------------------|-----------|---|------------------|--|----------------|--|
| Above Derwent | 100 | 161 | | 610 | 16.39% | 42.78% |
| Bassenthwaite | 20 | 41 | | 204 | 9.80% | 29.90% |
| Bewaldeth | 0 | | | 19 | 0 | |
| Blindbothel | 3 | 16 | | 70 | 4.28% | 27.14% |
| Blindcrake | 11 | 10 | | 163 | 6.74% | 12.88% |
| Borrowdale | 34 | 56 | | 173 | 19.65% | 52.00% |
| Buttermere | 10 | 14 | | 61 | 16.39% | 30.34% |
| Caldbeck | 32 | 22 | | 361 | 8.86% | 14.95% |
| Embleton, Setmurphy and Wythop | 14 | 26 | | 214 | 6.54% | 18.69% |
| Ireby and Uldale | 26 | 19 | | 227 | 11.45% | 19.82% |
| Keswick | 261 | 641 | | 2589 | 10.08% | 34.83% |
| Lorton | 22 | 19 | | 148 | 14.86% | 27.70% |
| Loweswater | 14 | 9 | | 116 | 12.06% | 19.82% |
| St Johns, Castlerigg, Wythburn | 36 | 25 | | 194 | 18.55% | 31.44% |
| Underskiddaw | 19 | 41 | | 122 | 15.57% | 49.10% |
| Askham | 24 | 10 | 3 | 188 | 12.80% | 18.08% |
| Bampton | 24 | 18 | 4 | 173 | 13.90% | 24.27% |
| Barton with Pooley Bridge | 30 | 32 | 0 | 126 | 23.80% | 49.20% |
| Martindale | 10 | 17 | 0 | 35 | 28.60% | 77.10% |
| Mungrisdale | 14 | 16 | 3 | 149 | 9.40% | 20.13% |
| Threlkeld | 30 | 54 | 10 | 241 | 12.40% | 35% |
| Matterdale | 62 | 84 | 12 | 266 | 23.30% | 54.88% |

| | | | | | | |
|---------------------------|-----|-----|---|-----|--------|--------|
| Patterdale | 76 | 89 | 5 | 301 | 25.20% | 54.81% |
| Bootle | 14 | 5 | | 389 | 3.59% | 6.57% |
| Drigg and Carleton | 8 | 5 | | 240 | 3.33% | 5.41% |
| Ennerdale and Kinniside | 12 | 10 | | 168 | 7.14% | 13.09% |
| Eskdale | 15 | 47 | | 150 | 10% | 41.33% |
| Gosforth | 39 | 9 | | 662 | 5.89% | 7.25% |
| Irton and Santon | 20 | 13 | | 139 | 14.38% | 23.74% |
| Muncaster | 12 | 8 | | 180 | 6.66% | 11.11% |
| Ponsonby | 3 | 1 | | 149 | 2.01% | 2.68% |
| Ulpha | 14 | 15 | | 86 | 16.27% | 33.72% |
| Waberthwaite and Corney | 7 | 8 | | 119 | 5.88% | 12.60% |
| Wasdale | 15 | 16 | | 68 | 22.05% | 45.58% |
| Whicham | 19 | 14 | | 232 | 8.18% | 14.22% |
| Blawith and Subberthwaite | 38 | 18 | | 141 | 26.95% | 39.70% |
| Broughton East | 23 | 12 | | 144 | 15.97% | 24.30% |
| Cartmell Fell | 40 | 20 | | 208 | 19.23% | 28.84% |
| Claife | 46 | 66 | | 271 | 16.97% | 41.32% |
| Colton | 100 | 48 | | 481 | 20.79% | 30.76% |
| Coniston | 88 | 148 | | 658 | 13.37% | 29.78% |
| Crook | 27 | 16 | | 193 | 13.98% | 22.27% |
| Crosthwaite & Lyth | 32 | 25 | | 371 | 8.62% | 15.36% |
| Duddon | 86 | 39 | | 615 | 13.98% | 20.32% |
| Grayrigg | 8 | 4 | | 110 | 7.27% | 10.90% |
| Haverthwaite | 60 | 51 | | 484 | 12.39% | 22.93% |
| Hawkshead | 57 | 95 | | 402 | 14.17% | 37.81% |
| Helsington | 8 | 5 | | 161 | 4.96% | 8.07% |

| | | | | | | |
|--------------------------------|-----|-----|--|------|--------|--------|
| Kentmere | 7 | 5 | | 56 | 12.50% | 21.42% |
| Kirkby Ireleth | 29 | 24 | | 625 | 4.64% | 8.48% |
| Lakes | 572 | 835 | | 3417 | 16.73% | 41.17% |
| Levens | 37 | 10 | | 609 | 6.07% | 7.71% |
| Lindale & Newton | 46 | 31 | | 499 | 9.21% | 15.43% |
| Longsleddale | 4 | 4 | | 40 | 10.00% | 20.00% |
| Satterthwaite | 26 | 37 | | 163 | 15.95% | 38.65% |
| Selside and Fawcett Forest | 10 | 1 | | 108 | 9.25% | 10.18% |
| Skelwith | 32 | 40 | | 144 | 22.22% | 50.00% |
| Staveley in Cartmel | 30 | 11 | | 272 | 11.02% | 15.07% |
| Staveley with Ings | 66 | 51 | | 955 | 6.91% | 12.25% |
| Torver | 14 | 16 | | 101 | 13.86% | 29.70% |
| Underbarrow | 13 | 13 | | 199 | 6.53% | 13.06% |
| Whinfell | 7 | 15 | | 91 | 7.69% | 24.17% |
| Windermere and Bowness | 629 | 555 | | 4979 | 12.63% | 23.77% |
| Witherslack, Meathop and Ulpha | 16 | 6 | | 314 | 5.09% | 7.00% |