Lake District National Park

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Report from the Head of Development Management to Development Control Committee

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Application number: 7/2026/2166

Application type: Full Planning application

Applicant: Mrs Barbara Middleton

Location: 22, Southey Street, Keswick, CA12 4EF

Grid reference: 326830, 523339

Proposal: Change of use of guesthouse to a flexible use as a) guesthouse, b) dwellinghouse, c) holiday letting accommodation, d) house in multiple occupation

Report prepared by: Phil Nicholls, Area Planner

Report agreed by: Kevin Richards, Planning Manager

Recommendation: APPROVE with conditions

1 About this report

1.1 The case planner has prepared this report, assessment and recommendation taking into account our policies (known as the Development Plan), written representations we have received, and any other material considerations.

1.2 Material considerations are things that are relevant to our decision making and which we are able to take into account – for example site specific factors, or Government planning policy (the National Planning

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

1.3 The Development Control Committee will determine the application at its meeting having regard to the provisions of the Development Plan, representations we have received, and all other material considerations, following a verbal and visual summary of the application by the case planner and, where applicable, after hearing any verbal representations made in accordance with our Policy for Public Speaking at Meetings.

1.4 Most applications are decided under powers delegated to the Head of Development Management. A small number of significant or more contentious applications are considered by our Development Control Committee as set out in our Scheme of Delegation.

2 Background and proposals

2.1 The application relates to Lyndhurst Guesthouse a three storey mid-terrace Victorian property with seven bedrooms on Southey Street, Keswick. Permission is sought to allow for the flexible use of the building as either a) guesthouse, b) a dwellinghouse, c) holiday letting accommodation, or d) a house of multiple occupation.

2.2 Planning permission was given in July of 2022 for the change of use into either a guest house, a holiday let or HMO, essentially the same permission sought as part of this application minus the permanent dwellinghouse use (ref: 7/2021/2360). It is unclear whether this permission was implemented.

2.3 The application is being referred to Committee because the recommendation of approval is contrary to the views of Keswick Town Council.

3 Representations

3.1 Keswick Town Council - Object – We object to the principle of applying for multiple different uses as one application when there are clear differences in the characteristics of each option.

a) Guesthouse – there is no change of use applicable in this case

b) Dwellinghouse – we have no objection to its use as a private dwellinghouse subject to a condition that it is occupied as an only or principal home i.e. not as a second home or holiday let accommodation

c) Holiday Letting Accommodation – we object to its use as a holiday letting accommodation particularly where there is no provision for on site management. We repeat our concern that the failure to provide on-site control does not provide the necessary safeguard to satisfy the requirement of Local Plan Policy 06, that it should not have an unacceptable impact on the amenity of adjacent residents. To support previously submitted evidence of the impact of holiday lets with no on site control, a special ‘’Holiday Let Nuisance Survey’’ was carried out between 10- 26 August 2026. This resulted in 118 responses and the survey summary is provided with this response. Whilst figures are constantly changing the consistent element is that 34% of domestic properties in Keswick are not available to live in as a family homes due to the increased use of holiday lets and second homes. 20% is considered to be the upper limit for a healthy town (as stated in the FOLD’ who pays for the Lake District report 2026). This is evidence alone that no further holiday let provisions should be approved in preference to use as family homes. There have been a significant number of Change of Use applications from guesthouses to holiday lets over the past 3 years. This also results in the displacement of a family home which has to be reaccommodated elsewhere increasing the pressure on local needs housing.

d) House of Multiple Occupation – this is another different characteristic where occupants stay for longer periods. We acknowledge the need for businesses to provide staff accommodation locally. This is only acceptable where adequate on-site control is provided to safeguard the amenity of nearby residents and conditions imposed as applied to application 7/2024/2208 at 21 Bank Street when approved as an HMO.

4 Development plan policies and other relevant guidance

4.1 The relevant Development Plan comprises:

- The Lake District National Park Local Plan 2020-2035

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

- Policy 01: National and international significance of the Lake District
- Policy 02: Spatial strategy
- Policy 04: Biodiversity and Geodiversity
- Policy 06: Design and development
- Policy 15: Housing
- Policy 18: Sustainable tourism and holiday accommodation

- Housing Supplementary Planning Document

4.3 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. Development plan policies materially inconsistent with NPPF policies should be given very little weight. The following NPPF decision-making policies are relevant to the determination of this application:

- DM3: Determining development proposals
- DM6: Use of planning conditions and obligations
- S4: Principle of development within settlements
- HO7: Meeting the need for homes

- E4: Rural business development
- P3: Living conditions and pollution
- HE9: Conservation areas

4.4 There is no community plan in this area.

5 Main issues and assessment

5.1 The main issues in this assessment are:

- Principle
- Amenity of neighbours
- Highways and parking
- Nutrient neutrality

Principle of development

5.2 The application proposes four separate uses that the owners would have the flexibility to interchange between. Retaining the guest house use as existing is acceptable. The other three uses are considered below.

5.3 The site is located in Keswick which is designated as a Rural Service Centre in Policy 02 (Spatial Strategy). The policy outlines the settlement should be the focus for housing, employment and retail development. This application seeks permission for the change of use of an existing guest house to use of the building as either a guest house, holiday letting accommodation, HMO or a permanent house. The application therefore falls within the scope of both Policies 15 (Housing) and 18 (Sustainable tourism and holiday accommodation).

5.4 Policy 15 (Housing) sets out how new homes will be provided to meet community need. It states (amongst other things) that we will support the change of use of guesthouses to dwelling houses where they are secured for permanent occupation and where it can be demonstrated

there is no detrimental impact on the range of visitor accommodation types in the area.

5.5 The implementation text provides greater clarity outlining that for proposals seeking to change the use of a guest house to a permanent dwelling, the applicant will need to provide evidence to demonstrate that the proposal would not create a shortage of guest houses in the locality after undertaking an appropriate marketing exercise for a minimum of 12 months.

5.6 Policy 18 (Sustainable tourism and holiday accommodation) supports proposals which will deliver a high quality, sustainable tourism experience for the diverse range of visitors to the Lake District, and ensure proposals benefit local communities and businesses. In relation to hotels and guest houses the policy in principle supports proposals seeking to change guesthouses to different forms of holiday accommodation to meet changing market demands, providing a range of tourism accommodation is available in the local area and the relevant policy criteria are met.

5.7 In line with Policy 15, Policy 18 will only support the change of use of holiday accommodation to other uses where it can be demonstrated there is no demand for it in the local area resulting from an appropriate marketing exercise and other evidence. The implementation text of Policy 18 defines the ‘local area’ as either a Rural Service Centre or the extent of the parish boundary for other locations.

5.8 In this instance the application proposes a flexible use that would allow the use of the property to interchange between a guesthouse, holiday letting accommodation, HMO and a permanent home. I am not aware that a marketing exercise has been undertaken.

5.9 Policy is supportive in-principle of all of the proposed changes, providing that a range of tourism accommodation would remain in the local area.

When occupied as a permanent residential property or an HMO there would be a reduction in a single guest house or holiday let. The proliferation of holiday accommodation in Keswick, and specifically in this part of Keswick, means that a reduction in a single unit of accommodation would not represent a detrimental impact on the range of visitor accommodation types in the area.

5.10 I therefore consider that the principle of the proposals would accord with the requirements of the development plan, in particular Policies 15 and 18, subject to a condition securing the property's use.

Impact on the amenity of neighbours

5.11 Policy 06 outlines that development must not have an unacceptable impact on the amenity of adjoining residents and users of the proposed development, due to visual intrusion, overlooking, overshadowing, overbearing effect, noise, light pollution or other adverse impacts.

5.12 The application site is a mid-terraced property situated on Southey Street near to other guesthouses and dwellings. The two neighbouring attached properties are operated as guest houses. A small rear yard is located to the west of the property. As no external alterations are proposed there would be no increase in overlooking, loss of light or overbearing impact to neighbours from the development.

5.13 The use of the property as either a guest house or permanent residence would have an acceptable impact on the amenity of the neighbouring properties.

5.14 The use of the building as an HMO would also not in my view lead to adverse impacts on the amenity of neighbouring properties. I recognise that an HMO may accommodate shift workers some of whom may leave early or return to their late. Although the number of residents may make this more noticeable than in other housing developments where a

resident may work shifts, I do not believe that within the context and in comparison to the existing guest house use (which may give rise to comings and goings early or late from staff or guests) this will result in unacceptable harm.

5.15 The main assessment therefore is whether the proposed holiday letting use would have an impact on the amenity of the neighbouring properties. A holiday let, a dwelling in permanent occupation or a guesthouse can all be occupied by persons who behave well or behave poorly. Although the current use includes proprietor's accommodation, this is not a planning requirement – a guesthouse could be operated without owner's accommodation, alone or in combination with other similar changes already permitted locally.

5.16 Keswick Town Council have expressed concerns that the ever-increasing number of holiday lets in the area would lead to inappropriate levels of use. A cause of this has been cited as a lack of management of the property. The Town Council refer in their response to a set of collated complaints from residents of Keswick raising concerns about the impacts arising from the operation of large holiday lets in the town - a Holiday House Nuisance Report.

5.17 In this instance the immediate context weighs heavily in favour of the application. The two neighbouring properties in the terrace are in existing holiday accommodation uses in the form of guest houses. Other properties nearby are also used as holiday lets. The rear yard is small and unlikely to be suitable for extensive use.

5.18 I am therefore satisfied that taking into account the existing activity associated with the guesthouse (or that could be associated with the guesthouse) coupled with the context of the area, the proposed development would not be likely to bring about unacceptable adverse impacts on the living conditions of neighbouring properties. As such the proposals are in compliance with policy 06 and the NPPF.

Highways and parking

5.19 The building has no off-street parking spaces and would be wholly reliant on on-street parking. Because the proposed holiday let would be booked on a property-by-property basis (unlike a guesthouse where bookings are made room-by-room), it is possible that occupants sharing the property may travel together resulting in fewer vehicle movements (although this is by no means certain). The use of the building as an HMO is likely to result in similar demand for on-street parking as the current guest house use.

5.20 Overall, given there are no extensions proposed and the capacity of the building would be similar to its current levels, I consider the proposals are unlikely to increase the requirement for parking compared to the existing use. I have not identified any adverse highway or parking impacts.

Nutrient neutrality

5.21 The application site lies within the catchment of the River Derwent & Bassenthwaite Lake Special Area of Conservation. As a Competent Authority under the Habitats Regulations, we must carefully consider the nutrients impacts of any new plans and projects (including new development proposals) on habitats sites and whether those impacts may have an adverse effect on the integrity of a habitats site that requires mitigation, including through nutrient neutrality.

5.22 The resultant accommodation in any of the proposed options would have similar occupant to the current guest house. This would be unlikely to result in any increased use of the property, and a reduction in overnight accommodation is possible.

5.23 I consider that the proposed development is therefore unlikely have an effect on the River Derwent and Bassenthwaite Lake SAC. I consider the proposals to be in accordance with Policies 01 (National and international significance of the Lake District) and 04 (Biodiversity and geodiversity), the NPPF and the Conservation of Habitats and Species Regulations 2017.

6 Conditions

6.1 Conditions securing the flexible uses would be required.

7 Conclusion

7.1 Having regard to the provisions of the development plan, in particular Lake District National Park Local Plan Policies 01, 02, 04, 06, 15 and 18, and other material considerations (including the provisions of the NPPF), the development is considered to be acceptable, subject to the conditions recommended.

Recommendation: APPROVE with conditions

Conditions/Reasons

1 The development hereby permitted shall be commenced before the expiration of THREE years from the date hereof.

REASON: Imposed in accordance with the provisions of Section 91 of the Town and Country Planning Act, 1990.

2 The development hereby permitted shall not be carried out otherwise than in conformity with the following submitted plans and details:
- Site location plan

REASON: For the avoidance of doubt.

3 The accommodation hereby permitted shall only be used as:

- a guesthouse;

OR

- short-term holiday letting accommodation (with or without managers accommodation) which shall only be occupied for the purposes of short term holiday letting, and shall not be occupied by any one individual, family or group for a period exceeding 35 days in any calendar year.

A register of occupants shall be maintained by the owner, the content of which shall be provided to the Local Planning Authority within 14 days of a written request by the Local Planning Authority.

Any managers accommodation shall only be occupied by a person about to be employed, employed or last employed as the manager, proprietor or other person involved in the operation of the holiday letting accommodation, including a widow or widower or surviving civil partner of such a person, and or resident dependants;

OR

- a House in Multiple Occupation which shall not be occupied otherwise than by a person with a Local Connection, occupying the premises as his or her Only or Principal Home, or the widow or widower of such a person, and any dependents of such a person living with him or her.

The Occupant will supply to the Local Planning Authority (within 14 days of the Local Planning Authority's written request so to do) such information as the Authority may reasonably require in order to

determine whether this condition is being observed.

In this condition the following definitions apply:

'Person with a Local Connection' means an individual who immediately prior to occupation of the dwelling satisfies one of the following conditions:

(1) The person is employed, about to be employed or was last employed in the Locality defined; or
(2) The person needs to live in the Locality defined because they need substantial care from a relative who lives in the Locality defined, or because they need to provide substantial care to a relative who lives in the Locality defined. Substantial care means that identified as required by a medical doctor or relevant statutory support agency; or
(3) The person has been continuously resident in the locality defined for at least three years immediately prior to:
a) Needing another dwelling resulting from changes to their household, (including circumstances such as getting married/divorced, having children, or downsizing)
b) Undertaking full-time post-secondary education or skills training and is returning to the locality defined within 12 months of its completion, or
c) being admitted to hospital, residential care or sentenced to prison, and are returning to the locality defined within 12 months of their discharge/release, or

(4) The person is a former resident who lived in the Locality defined for three years and then lived outside the Locality defined for social and/or economic reasons and is returning to live in the Locality defined within three years of the date of their departure, or

(5) The person is a person who - a) Is serving in the regular forces or who has served in the regular forces within five years prior to occupation; b) Has recently ceased, or will cease to be entitled, to reside in

accommodation provided by the Ministry of Defence following the death of that person's spouse or civil partner where - i. The spouse or civil partner has served in the regular forces; and ii. Their death was attributable (wholly or partly) to that service; or c) Is serving or has served in the reserve forces and who is suffering from a serious injury, illness or disability which is attributable (wholly or partly) to that service

'Locality' shall mean the administrative areas of the Parishes of: Above Derwent, Bassenthwaite; Bewaldeth and Snittlegarth; Blindbothel; Borrowdale; Buttermere and Brackenthwaite; Caldbeck; Embleton; Keswick; Lorton; St Johns, Castlerigg and Wythburn; Setmurthy; Threlkeld; Underskiddaw; Wythop; and those parts of the Parishes of Blindcrake; Ireby and Uldale; and Loweswater which lie within the administrative area of the Lake District National Park.

An 'Only or Principal Home' is a dwellinghouse which is occupied continuously for a minimum period of six months in every twelve month period. For the avoidance of doubt the dwelling shall not be occupied as a second home or for holiday letting accommodation.

The obligations contained in this condition shall not be binding or enforceable against any mortgagee or any receiver appointed by such a mortgagee, or any person deriving title through such a mortgagee or receiver provided always that a successor in title of such a person will be bound by the obligations contained in this condition.

OR

- a dwellinghouse which shall not be occupied otherwise than by a person as his or her Only or Principal Home, or the widow or widower of such a person and any dependents of such a person living with him or her.

The Occupant will supply to the Local Planning Authority (within 14 days

of the Local Planning Authority's written request so to do) such information as the Authority may reasonably require in order to determine whether this condition is being observed.

An 'Only or Principal Home' is a dwellinghouse which is occupied continuously for a minimum period of six months in every twelve month period. For the avoidance of doubt the dwelling shall not be occupied as a second home.

REASON: For the avoidance of doubt and to ensure that the accommodation hereby permitted is secured as either a guethouse, HMO, dwelling or holiday accommodation, in accordance with Policies 15 and 18 of the Lake District National Park Local Plan 2020-2035.

NPPF decision notice requirements

Town and Country Planning (Development Management Procedure) (England) Order 2015 Article 35(2) statement.

The Local Planning Authority did not identify problems arising in relation to dealing with the application.

Background papers

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

7/2026/2166

Lyndhurst, 22 Southey Street, Keswick

Change of use of guesthouse to a flexible use as a) guesthouse, b) dwellinghouse, c) holiday letting accommodation, d) house in multiple occupation



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Lake District
National Park Authority



Alison's View
SHORLEY LA
Blencathra Cott
The Granary
87.2m
Hazel's Cott
Hotel
Keswick
Methodist Church
PC
BLENC
87.4m
88.5m
Banks
Court
Johns
Cottage
El
Sub
Sta
St
John's
House
Friends Meeting
House
Works
SOUTHEY STREET
Garage

Lindhurst


W
D
F
Utility
F
D
Kitchen
Sitting Room
Dining Room
Ground Floor
Bedroom
Bathroom
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Second Floor

