YORKSHIRE DALES
National Park Authority

Annual Monitoring Report



A development of 49 houses at Station Road, Sedbergh, completed during 2024/5

A report of planning policy implementation

1st April 2024 – 31st March 2025

Contents

1 Introduction

1.1 Essential monitoring requirements p 3

1.2 Additional monitoring activity p 4

2 Key policy areas

2.1 Policy C1 - housing target and delivery p 5

2.2 Policy L2 – re-use of traditional farm buildings p 9

Appendices

Appendix 1 – Essential monitoring requirements p 11

1 Introduction

Local planning authorities must publish information annually that shows progress with implementing adopted planning policies, as well as progress with developing new policies where they need updating or replacing.

At present, adopted planning policies for the National Park are spread over several documents. The bulk of the National Park is covered by the Yorkshire Dales Local Plan 2015-30, but the areas that became part of the National Park on 1st August 2016 are covered by a range of different policy documents prepared at different times for different areas. This makes monitoring more challenging, since there is not a single common set of monitoring indicators and it can be difficult to obtain data that relates to only part of a wider Local Plan area.

The National Park Authority is working on a new Local Plan that will provide a unified set of planning policies for the whole of the extended National Park. It will also allow for a more cohesive approach to future monitoring. Until the new Local Plan is adopted, the AMR will continue to focus on selective monitoring, focussed primarily on reporting progress with Local Plan preparation, housing permissions and completions, and the conversion of traditional farm buildings.

1.1 Essential monitoring requirements

The statutory requirements for monitoring are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012. The required outputs are largely procedural matters relating to progress in preparing new policies, rather than the actual impact of adopted policies. The Authority has reported against these requirements in Appendix 1. The headlines are that:

- The Yorkshire Dales Local Plan 2015-30 was adopted in December 2016 and provides planning policy for the part of the National Park that pre-dates the August 2016 boundary extension. In the boundary extension area, there are three separate sets of planning policies of varying age and coverage, primarily consisting of the Eden Local Plan (2018); the South Lakeland Local Plan (2006), Core Strategy (2010) & Land Allocations DPD (2013) and; the Lancaster City Core Strategy (2008) & Development Management DPD (2014).

- A new Local Plan is being prepared that will provide updated and consolidated planning policy coverage for the whole of the National Park. Following seven informal consultations, a final draft of the Plan was published in March 2025. The Plan will now be examined by the Planning Inspectorate to determine if it is fit for purpose. An updated version of the Local Development Scheme, which sets out the timetable for production of the Local Plan, was adopted in December 2024. This simply indicates that the Local Plan's examination will take place in the second half of 2025, with adoption in early 2026. Once adopted, the new Local Plan will supersede all of the existing policies that are spread over multiple different documents.

1.2 Additional monitoring activity

As in previous years, this report focuses in on two key areas of policy that are particularly important in the context of the Yorkshire Dales Local Plan:

- Housing supply - the shortage of housing, and particularly affordable housing, is a national issue. In the Yorkshire Dales, there is a particular set of circumstances that means new housing provision has a vital role to play in maintaining viable and sustainable communities. This will be a key issue for the emerging Local Plan and so it is important that the baseline position in relation to housing supply is understood. Section 2.1 provides numerical returns on housing permissions and completions. 2024/25 saw higher-than-average levels of both permissions and completions for housing development.

- Conversion of traditional farm buildings - Policy L2 guides decisions on the conversion of traditional farm buildings in the part of the National Park pre-dating the 2016 boundary extension. This was one of the areas of policy that became much more flexible with the adoption of the 2015-30 Local Plan and has resulted in numerous planning permissions for barn conversions. Section 2.2 of the report sets out statistical information in relation to the location and tenure of the resulting dwellings.

2.1 Policy C1 – Housing target and delivery

Tables 1 and 2 overleaf set out information on housing completions and permissions over the last five years. They are expressed as both 'gross' and 'net' figures. The gross figures embrace all self-contained residential units whereas the net figures make deductions for holiday occupancy residential units.

Annual completions

Table 1 provides information on housing completions over the past five years. Reliable data for the whole of the National Park over a longer timeframe is not available owing to the difficulties experienced in reconciling multiple legacy datasets for the three Districts that became part of the National Park in 2016. A comprehensive audit in 2019 ensured that completions monitoring for the whole extended National Park was undertaken in a consistent manner, so it is possible to provide reliable completions data from 2019/20 onwards.

During 2024/25 there were 104 net housing completions across the whole National Park. This is well above average due to the completion of a 49-dwelling scheme in Sedbergh, which is the largest single housing development in the National Park since 2008. This scheme has delivered 15 market homes alongside 34 affordable houses, including a mixture of affordable/social rent and shared ownership tenures. Two further new build affordable houses were completed on a development in Austwick which, like the Sedbergh site, was allocated for development in the Local Plan.

Without the influence of these two allocated sites, net completions would have been close to the National Park's average for 'windfall' completions over the last six years, which stands at 50 per annum. The bulk of these windfall completions involved the conversion of an existing building, chiefly barns.

The remaining 2 affordable homes completed this year were from the conversion of a former chapel in Bainbridge. This scheme was led by the Upper Dales Community Land Trust that will seek to replicate this success in future schemes that are already in the planning.

Annual permissions

Table 2 shows that a net total of 86 dwellings were granted planning permission in 2024/25. The National Park Authority's Corporate Plan includes a commitment to consent around 85 dwellings each year. The average number of permissions since adoption of the National Park Management Plan (spanning 2019/20-2024/25) is 86 per annum. This year's permissions include schemes on two allocated sites in Long Preston (10 dwellings) and Giggleswick (9 dwellings). These schemes will yield 8 affordable dwellings.

The change of use of existing buildings, predominantly barns, continues to dominate housing permissions in the National Park, accounting for almost exactly two thirds of the net units approved[1] over the last ten years.

[1] Including those approvals that still await a Section 106 legal agreement.

Table 1 – Whole-National Park housing completions 2019/20 - 2024/25

YEAR	TOTAL[2]		OCCUPANCY TYPE								PROPOSAL TYPE				
	Gross residential Units	Net residential units [3]	Unrestricted	Affordable	Principal residence	Local Occupancy	Agricultural/Rural worker	Other	Holiday use only	Flexible holiday/local occupancy	New Build	Barn Conversion	Sub division of existing dwellings	Re-occupation of abandoned dwelling	All other change of use
2019/20	50	**43**	26	0	0	10	2	0	7	5	7	28	0	1	14
2020/21	57	**47**	9	3	0	19	2	0	10	14	8	24	6	3	16
2021/22	97	**90**	22	24	0	17	3	0	7	24	40	31	3	2	21
2022/23	69	**57**	16	1	0	12	5	0	12	23	13	29	0	0	27
2023/24	56	**49**	8	5	0	15	4	0	7	17	8	28	1	0	19
2024/25	**112**	**104**	**31**	**38**	**3**	**12**	**3**	**4**	**8**	**13**	**65**	**27**	**1**	**1**	**18**

[2] Slight variances against figures previously reported result from retrospective planning permissions and lawful development certificates that confirm a previously unrecorded completion in a previous year.

[3] Excluding those limited solely to holiday letting accommodation. Deductions not made for holiday units created through flexible holiday/local occupancy barn conversions as these units can alternate freely between holiday and permanent occupancy.

Table 2 - Whole-National Park housing permissions[4] 2015/16-2024/25

YEAR	TOTAL		OCCUPANCY TYPE								PROPOSAL TYPE				
	Gross residential Units	Net residential units[5]	Unrestricted	Affordable	Principal residence	Local Occupancy	Agricultural/Rural worker	Other	Holiday use only	Flexible holiday/local occupancy	New Build	Barn Conversion	Sub division of existing dwellings	Re-occupation of abandoned dwelling	All other change of use
2015/16	43	**42**	28	0	0	10	2	0	1	2	10	23	2	1	7
2016/17	105	**82**	43	11	0	12	1	0	23	15	30	33	2	2	38
2017/18	59	**45**	7	0	0	26	1	0	14	11	7	33	2	2	15
2018/19	60	**54**	12	0	0	15	4	2	6	21	11	39	1	2	7
2019/20	106	**96**	17	24	0	16	3	0	10	36	45	44	0	3	14
2020/21	55	**47**	6	3	0	17	6	1	8	14	14	23	3	0	15
2021/22	141	**128**	21	39	0	25	7	0	13	36	67	40	2	3	29
2022/23	87	**60**	13	2	0	14	7	3	27	21	9	35	1	7	35
2023/24	117	**98**	26	6	4	26	3	2	19	31	41	51	0	1	24
2024/25	101	**86**	16	8	3	14	7	5	15	33	40	37	3	4	17
Approved pending S106[6]	45	**41**	3	4	0	17	4	0	4	13	17	13	1	2	12

[4] Variances from figures reported in previous years reflect permissions superseded by new schemes, permissions that have subsequently expired and expiries of temporary permissions.

[5] Excluding those limited solely to holiday letting accommodation. Deductions not made for holiday units permitted through flexible holiday/local occupancy barn conversions as the nature of the use is not known until the point of completion and occupation.

[6] The Authority has resolved to approve these applications, but a formal decision cannot be issued until the completion of a legal agreement.

Previous AMRs have provided a detailed account of the 5-year housing land supply position in relation to the 55 dwellings per annum target set in the 2015-30 Yorkshire Dales Local Plan and the 'objectively assessed need' figure of 32-38 dwellings per annum. No equivalent housing figures exist for the boundary extension areas, since they formed only small rural areas of a much larger District-wide Local Plan.

A single Local Plan is now being produced for the whole of the National Park, which will consolidate planning policy across the whole area, including the setting of a single housing target figure. A Housing Land Availability Assessment has been produced as part of the evidence base for the emerging Local Plan and provides a full picture of housing land supply, including a trajectory for delivery.

2.2 Policy L2 – re-use of traditional farm buildings

Policy L2 of the Yorkshire Dales Local Plan deals with the conversion of traditional buildings to alternative uses. It applies to the part of the National Park excluding the 2016 boundary extension, where different policies apply to conversion proposals. The objective of Policy L2 is to secure the long-term future of traditional buildings in a manner that conserves their intrinsic value. It encourages a range of potential re-uses, but only where the buildings and their locations have capacity to absorb them. It allows more intensive uses of traditional buildings (notably permanent residential use), in settlements, other building groups and in roadside locations.

Take up

Since October 2015 when the new, more flexible, policy started to be applied, planning permission[7] has been given for barn conversions that will yield 299 new residential units. Over the same period, planning permission has been refused for 31 barn conversion dwellings, although 11 of these have successfully obtained an alternative approval (e.g. on appeal or through a revised application), meaning only 20 barn conversion dwellings have received an outright refusal. This equates to a 94% approval rate overall.

Of the 299 units permitted, 129 have completed and 88 are in progress, with 82 yet to commence (including those awaiting completion of a legal agreement).

Locations of approved traditional farm building conversions

Policy L2 allows traditional buildings to be converted within settlements, building groups and suitable roadside locations. Table 3 below shows the breakdown according to location types. It shows that just over three quarters of the policy take-up is focused in settlements and building groups, with just under a quarter in remoter locations.

Table 3 - Traditional farm building residential conversion permissions by location October 2015-July 2025

Location	Units permitted	Percentage	
1. Local Service Centre	6	2%	21.4%
2. Service village	39	13%	
3. Small settlement	19	6.4%	
4. Hamlet	45	15.1%	54.5%
5a. Residential building group	111	37.1%	
5b. Non-residential building group	7	2.3%	
6a. Roadside (public road)	49	16.4%	24.1%
6b. Roadside (private road)	14	4.7%	
7a. Non-roadside (but with some established access to a private or public road)	9	3%	
TOTAL	**299**		

[7] Figures relate to the part of the National Park covered by the Yorkshire Dales Local Plan (i.e. excluding the area designated in August 2016). Including permissions that are subject to completion of a Section 106 agreement meaning a formal decision notice has yet to be issued. Excluding permissions that have expired.

Tenure of approved traditional farm building conversions

Table 4 shows the breakdown of permissions for traditional farm building conversion according to tenure. It shows that over half of applications have favoured flexibility between local occupancy and holiday letting use. The emerging policies of the next Local Plan currently propose removing scope for holiday letting occupancy of most barn conversions.

Table 4 – Traditional farm building residential conversion permissions by tenure October 2015- July 2025

Tenure	Permissions	Percentage
Local occupancy or rural worker	80	26.8%
Flexible local occupancy/holiday	178	59.5%
Holiday letting	41	13.7%
TOTAL	**299**	

Geographical spread of traditional farm building conversions

Take-up of Policy L2 has been concentrated in the Craven part of the National Park and Wharfedale in particular, as shown in Table 5 below.

Table 5 - Traditional farm building residential conversion permissions by location October 2015- July 2025

District	Sub area	Permissions	District total
Craven	Upper Wharfedale	25	160
	Mid/Lower Wharfedale & Malhamdale	85	
	Three Peaks	50	
Richmondshire	Wensleydale	69	87
	Swaledale	18	
South Lakeland	Dentdale/Garsdale	22	52
	Sedbergh/Cautley	30	
TOTAL			**299**

Appendix 1 – Essential monitoring requirements

Requirement	*The title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme*
Response	A revised Local Development Scheme was adopted in December 2024. It proposes a single Local Plan to unify all planning policy across the whole of the National Park (as extended in August 2016). It will replace all adopted policies currently in force.
Requirement	*In relation to each of those documents—* *(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;* *(ii) the stage the document has reached in its preparation; and* *(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this.*
Response	The adopted Local Development Scheme provides full details. It envisages that the examination of the Local Plan will take place during the second half of 2025 with adoption expected early 2026. The main stages of the Local Plan's preparation are as follows: During 2019 some key evidence was commissioned to inform the Plan, in particular a Landscape Character Assessment and a study of the socio-economic state of the National Park. An initial consultation – 'Setting the Agenda' concluded in February 2020. This allowed people to comment on what they thought were the main issues that the Local Plan needed to address. A second consultation – 'Exploring our Options: Ambitions' looked at three of the most important issues raised in the first consultation – housing, farming and climate change - and asked for people's views on the best way to address them. This consultation closed in September 2020 and the Authority considered its outcome in December 2021. A third consultation – 'Exploring our Options: Building new homes' focussed on the target for house building and how it should be distributed. It included a 'call for sites' to help inform an assessment of the availability of housing development land. This consultation closed in February 2021 and, using the responses received, the Authority made some key housing strategy decisions in June 2021.

	A fourth consultation – 'Exploring our Options: Local occupancy and barns' focussed on two specific elements of housing and conservation policy. The outcome of this consultation was reported to the full Authority in December 2021. A fifth consultation – 'Preferred Options' took place between June and August 2022, providing the first draft of policies for comment. The outcome of this consultation was reported to the full Authority in December 2022. A sixth consultation – 'Land for Housing Development' took place between March and May 2023, providing a list of potential housing site allocations and maps showing draft development boundaries and important open spaces. The outcome of this consultation was reported to the full Authority in June 2023. On the back of this consultation a Local Plan Advisory Group was established to further consider potential housing sites. Its work in refining the options for housing sites will inform the next consultation. A seventh consultation – 'Preferred sites for housing development' took place in the autumn of 2024. This concerned a revised list of potential housing sites together with updated maps of development boundaries and important open spaces. The outcome of this consultation was reported to the full Authority in December 2024. In March 2025 the formal 'publication' (Regulation 19) stage took place, which represented a final draft of the Local Plan that was the sum of all the previous evidence gathering and consultation stages. Representations submitted were reported to a full meeting of the Authority in June 2025 and a decision to submit the Local Plan to the Planning Inspectorate was taken. A public examination process will now test the soundness of the Plan to determine if it can be adopted and used for decision making. Throughout the process evidence gathering has been a continuous process. This includes: • An Economic Viability Assessment, including analysis of the implications of the Government's 'First Homes' policy, was completed in April 2022 and was refreshed in 2024. This will provide evidence regarding the mix of housing tenures that will produce economically viable schemes; • A Landscape Sensitivity Assessment of potential housing sites was completed in March 2022 and was followed by further settlement analysis to further inform where development land is released. Further analysis of selected housing sites, including more in-depth landscape sensitivity assessments, was completed in 2024 to inform Consultation No. 7;

	• A Housing Land Availability Assessment was produced to inform Consultation No.6 and drew together information about the sources of land supply sufficient to meet the Local Plan's housing targets. Un updated version was produced top accompany Consultation No. 7 and then the Regulation 19 publication stage; • A Strategic Flood Risk Assessment was completed in June 2022 to provide evidence regarding the risks of flooding from all sources including rivers, surface water, groundwater and reservoirs. • A Strategic Housing Market Assessment was undertaken in 2019 and was refreshed in 2024. This provides evidence of the amount, type and tenure of housing needed in the National Park; • A Habitats Regulation Assessment has been commissioned and will complete in 2024 to assess the Local Plan's impact on internationally designated habitats. This was updated following issues raised at the Regulation 19 stage of the Local Plan; • Sustainability Appraisals have taken place at key stages of the Local Plan's preparation to provide an overall indication of the Local Plan's contribution to sustainable development.
Requirement	*Where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.*
Response	No documents were adopted or approved in 2024/25
Requirement	*Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—* *(a)identify that policy; and* *(b)include a statement of—* *(i)the reasons why the local planning authority are not implementing the policy; and* *(ii)the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.*
Response	A full schedule of the adopted local plans currently in force can be found in Appendix 1 of the Local Development Scheme. While the majority of policies contained in these plans can be given substantial weight in planning decisions, more caution is required with aspects of the 1997/2006 South Lakeland Local Plan. Further guidance is available on our website.

Requirement	*Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—* *(a)in the period in respect of which the report is made, and* *(b)since the policy was first published, adopted or approved.*
Response	The Local Plan 2015-30 establishes an indicative target of 55 net additional dwellings per annum. In accordance with the recommendations of the Inspector appointed to examine the Local Plan's soundness, the target had effect from the 2015/16 monitoring year onwards. At the time of the Local Plan examination, the 'objectively assessed need' for the National Park was found to be in the range of 32-38 dwellings per annum. The total number of net additional housing units completed in the relevant Local Plan area (pre-2016 National Park boundary) is as follows: 2015/16 – 33; 2016/17 – 38; 2017/18 – 21; 2018/19 – 14; 2019/20 – 15; 2020/21 – 42; 2021/22 – 81; 2022/23 – 38; 2023/24 – 43; 2024/25 - 93. Average = 42 dwellings per annum. No equivalent targets for net additional dwellings were set in relation to the areas added to the National Park in 2016, however revised figures for the whole of the extended National Park are as follows: 2019/20 – 43; 2020/21 – 47; 2021/22 – 90; 2022/23 – 57; 2023/24 – 49; 2024/25 - 104. Average = 65 dwellings per annum.
Requirement	*Where a local planning authority have made a neighbourhood development order or a neighbourhood development plan, the local planning authority's monitoring report must contain details of these documents.*
Response	No NDOs or NDPs were made in 2024/25. The Clapham Neighbourhood Development Plan is the only NDO/NDP currently being prepared and has been the subject of an independent examination and, in December 2024, a decision statement was issued. It will now proceed to the referendum stage.

Requirement	*Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.*
Response	Not applicable. The Authority does not currently charge Community Infrastructure Levy.
Requirement	A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.
Response	This report has been published on our website and made available for inspection at our offices in accordance with Regulation 35. The report has been produced as soon as possible following the conclusion of housing completions monitoring, which is essential in order to allow the information in this report to be presented.
Requirement	*Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.*
Response	At submission stage the Local Plan is accompanied by a "Statement of Consultation", a "Statement of Common Ground" and "Statement of Compliance with the Duty to Cooperate". These documents set out in detail the engagement that has taken place in preparing the new Local Plan. The documents can be accessed via the Authority's Local Plan Examination web pages.