



**Peak District National Park
Authority**

Local Plan 2026-2045

(Regulation 19)

**Housing Need,
Housing Requirement**

And

Strategic Land Availability Assessment

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1. Housing Need

National Policy

National Planning Policy Framework and Planning Practice Guidance: applicable to all local authorities

1. The NPPF and Planning Practice Guidance set out that:
 - plans should ensure that a sufficient number and range of homes can be provided to meet the needs of present and future generations (NPPF paragraph 8b).
 - to determine the minimum number of homes needed, strategic policies should be informed by a local housing need [LHN] assessment, conducted using the standard method set out in national planning practice guidance (NPPF paragraph 62).
 - within the context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (NPPF paragraph 63).
 - once local housing need has been assessed, authorities should then assess the amount of new homes that can be provided in their area. This should be justified by evidence on land availability, constraints on development and any other relevant matters (NPPF at paragraph 69 and PPG Paragraph: 040 Reference ID: 2a-040-20241212. This establishes the *housing requirement*, which is the minimum number of homes that a plan seeks to provide during the plan period.
2. Local planning authorities must co-operate to provide for development needs that cannot be met within neighbouring areas.

National Planning Policy Framework and Planning Practice Guidance: applicable to National Park Authorities

3. The NPPF at paragraph 11b sets out that strategic policy should provide for objectively assessed needs unless there is a strong reason to restrict the overall scale, type or distribution of development in the plan area. Landscape and scenic beauty in national parks have the highest status of protection. The scale and extent of development should be limited, and 'great weight' should be given to conserving and enhancing wildlife and cultural heritage.

Major development should not take place unless there are exceptional circumstances and it is in the public interest.¹

4. The standard method for determining housing need is not directly applicable to national park authorities because relevant data is set to local authority boundaries. Planning Guidance advises that ‘National Parks may continue to use a locally determined method for identifying housing need, taking into consideration the best available evidence on the amount of existing housing stock within their planning authority boundary, local house prices, earnings and housing affordability.’ The proportion of the local authority area that falls within and outside the National Park or Broads Authority area should also be considered.²

Government Vision and Circular for National Parks³

5. The Government's Vision for national parks (referred to throughout this report) sets out that:
 - a. ‘The Authorities have an important role to play as planning authorities in the delivery of affordable housing. Through their Local Development Frameworks they should include policies that pro-actively respond to local housing needs. The Government recognises that the Parks are not suitable locations for unrestricted housing **and does not therefore provide general housing targets for them.** (Our emphasis.) The expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services.’ (Para 78.)
 - b. ‘The Government expects the Authorities to maintain a focus on affordable housing and to work with local authorities and other agencies to ensure that the needs of local communities in the Parks are met and that affordable housing remains so in the longer term.’ (Para 79.)

¹ [National Planning Policy Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/national-planning-policy-framework)

² Housing and economic needs assessment: PPG ID: 2a-014-20241212

³ [English national parks and the broads: UK government vision and circular 2010 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/english-national-parks-and-the-broads)

National Parks and Access to the Countryside Act 1949 as amended by the 1995 Environment Act

6. The Peak District is a national park for all to enjoy. National park purposes are legally defined.⁴

They are:

- to conserve and enhance natural beauty, wildlife and cultural heritage
- to promote opportunities for people to understand and enjoy the special qualities of the area.

7. In pursuing these purposes, the Act also sets out that National Park Authorities have a duty to seek to foster the social and economic well-being of communities. Where there is an irreconcilable conflict between the statutory purposes, conservation takes priority.

⁴ [Environment Act 1995.](#)

Housing Need: Local Policy

National Park Management Plan

9. The PDNP Management Plan is an important consideration for a locally determined method because it sets out the agreed aims and objectives for the place that should guide housing policy (including planning policy) for the Authority and its partner organisations. Consideration of the Management Plan will also help to satisfy the LURA ‘furthering the purposes’ requirement as set out in Government Guidance.⁵
10. Aim Four of the PDNP Management Plan is that Peak District National Park communities are thriving and sustainable places where all generations can live healthy and fulfilled lives. An understanding of what is envisaged by "thriving and sustainable communities" has been reached with partners and parishes.⁶
11. Objective 10 of the PDNP Management Plan is to support sustainable communities by improving opportunities for affordable housing and connection to services. The associated Headline Delivery is that by 2028 we will have a Local Plan that enables people with local roots to live in or return to the National Park and help families to remain together in mutual support by developing policies that provide the following.
 - Addressing a range of second and holiday home issues.
 - Addressing a range of local population issues, for example, young families, elderly and working age.
 - Increasing the stock of affordable housing protected in perpetuity through housing associations, local housing trusts, and opportunities for individuals to own their own home for example, via self-build.

⁵ [Guidance for relevant authorities on seeking to further the purposes of Protected Landscapes - GOV.UK](#)

⁶ [Thriving and Sustainable communities: adopted definition](#)

Housing in National Parks: a common approach

12. NPPF and Planning Guidance requirements for housing must be reconciled with NPPF requirements for National Parks. The former promote a high level of housing development whereas the latter recognise National Park purposes and limit the scale and extent of development. English National Parks and The Broads Authorities have collaborated on a set of common principles ('the principles') to help with this, in particular for understanding housing need, locally determined methods and factors to consider when deriving the local plan housing requirement. The principles are set out in full in Appendix 1.
13. The following are of particular note:
- We recognise that under the Government's standard methodology housing need inside and outside the boundary of nationally protected landscapes is broadly based on the proportion of stock. For context, only 0.7% of England's dwelling stock is within National Parks.⁷
 - In protected areas, stock-based methodologies will exaggerate housing need when compared to population-based methodologies. This is because in protected areas, compared to the national average, significantly more homes are under-occupied or used as holiday or second homes. Evidence also shows a tendency toward smaller households and a higher percentage of older / retirement age households. 29.5% of the population of England's National Parks is over the age of 65 compared to 18.4% nationally. The majority of households (51.2%) have two more spare bedrooms compared to England's figure of 35.6%.⁸
 - In protected areas, affordability-based methodologies will significantly exaggerate housing need when compared to population-based methodologies. This is because demand is high (the areas are attractive places to live and/or earn income from short-term lets) and supply (by design) is low. This combines to increase prices so that relative to local incomes, houses are less affordable.
 - National policy confirms that housing need is not the housing requirement.⁹ Housing need does not take into account environmental or other policy constraints. For example, flood risk, landscape, habitats, cultural heritage or other Special Qualities.
 - Housing objectives will be positively framed and aligned to Authorities' socio-economic duty and the sustainable development social objective set out in the National Planning Policy Framework (paragraph 8b). We will plan for a prosperous rural economy and the homes that are needed to support this.

⁷ 2011 Census statistics for National Parks and the Broads Table KS401EW. Stock figures for 2021 are not available.

⁸ ONS 2021 Census Tables TS007 and TS052.

⁹ NPPG Housing and Economic Needs Assessments, paragraph 002, ID: 2a-002-202412

- Housing objectives will support strong, vibrant and healthy communities, by ensuring that a sufficient range of homes can be provided to address the local needs of present and future generations.
- Other evidence in relation to overall need may include: local affordable housing need; population and household projections (including dwelling-led scenarios); housing stock and its actual use, availability and affordability and economic and social well-being.
- Through call for sites and other detailed work we will seek to understand the extent to which housing need, however derived, can be met within environmental constraints and the first purpose of a national park, in accordance with paragraph 11b of the NPPF.¹⁰

¹⁰ For example, through holistic (not just site-based) capacity assessments that consider the potential for development through impact on landscape, cultural heritage and special qualities.

Peak District National Park Housing Need: Standard Method

14. For the Peak District National Park as a whole, housing need (using the new standard method SM3) is calculated as between 270 and 362 dwellings per annum to 2045.¹¹
15. The 2 figures relate to the calculation and application of the Affordability Uplift. The higher figure demonstrates the extent to which the application of the higher median house prices within the PDNP to wage data results in an Affordability Ratio that is significantly higher than the equivalent district-wide rate.
16. In line with the Duty to Co-operate, for the purposes of apportioning standard method housing need, the Authority accepts Derbyshire Dales District Council's assessment of 158 dwellings per annum in the Derbyshire Dales part of the National Park.¹²
17. As previously stated, Planning Guidance makes clear that there are 'specific circumstances' in which an alternative approach to the standard method could be justified.

*'Where strategic policy-making authorities do not align with local authority boundaries (either individually or in combination), or the data required for the model are not available such as in National Parks and the Broads Authority, or local authority areas where the samples are too small, an alternative approach may have to be used. Such authorities may continue to identify a housing need figure using a method determined locally. In doing so authorities should take into consideration the best available evidence on the amount of existing housing stock within their planning authority boundary, local house prices, earnings and housing affordability. In the absence of other robust affordability data, authorities should consider the implications of using the median workplace-based affordability ratio for the relevant wider local authority area(s). For local authorities whose boundaries cross National Parks or Broads Authority areas, the proportion of the local authority area that falls within and outside the National Park or Broads Authority area should also be considered – for example where only a minimal proportion of the existing housing stock of a local authority falls within the National Park or Broads Authority area it may be appropriate to continue to use the local housing need figure derived by the standard method for the local authority area.'*¹³

¹¹ [Briefing Note PDNPA: new standard method for calculating housing need](#), 14 February 2025. Litchfields.

¹² This figure is slightly lower than the Authority's own analysis due to the methodology applied.

¹³ Housing and economic needs assessment: PPG ID: 2a-014-20241212

Peak District National Park Affordable Housing Need: Standard Method

18. Government guidance for national parks says that 'the expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services'.¹⁴
19. The Local Plan must be supported by up-to-date evidence prepared in accordance with national planning policy guidance relating to affordable housing need. The methodology prescribed considers backlog (people on the waiting list) and planned delivery, and varies depending on the income multiplier used.¹⁵
20. This evidence suggests that for the Peak District as a whole, if the backlog was addressed gradually over the length of the Plan period, affordable housing need is between 99 and 125 dwellings per annum (dpa):
 - Affordable housing need (prescribed method using 2022-based sub-national population projection scenario at 25% income delivered over whole plan period) is 125 dpa.
 - Affordable housing need (prescribed method using 2022-based sub-national population projection scenario at 30% income delivered over whole plan period) is 99 dpa.¹⁶
21. It should be noted that the prescribed methodology for calculating affordable housing need is compromised in the PDNP. The need figure is inflated by the formula if 'planned delivery' is low. In the PDNP, housing is delivered on an exception site basis working with the relevant housing authorities; therefore 'planned delivery' is always low. This generates an unrealistic, over-inflated affordable housing need figure.

¹⁴ [English national parks and the broads: UK government vision and circular 2010](#)

¹⁵ The income multiplier relates to the proportion of household income that can be spent on rent or mortgage

¹⁶ [Peak District National Park Affordable Housing Need and Housing Size Update Peak District National Park Authority 11 May 2026](#). Table 3.28 page 37. The 2022-based sub-national population projection scenario is used as this is a more realistic population growth scenario than those predicated by 'standard method housing growth' scenarios, although these are also tested.

Peak District National Park Housing Need: evidence to be used for locally determined method

23. National planning policy guidance sets out that when authorities identify a housing need figure using a method determined locally they should take into consideration the best available evidence on the amount of existing housing stock within their planning authority boundary, local house prices, earnings and housing affordability. This information is set out in Appendix 2 and has been used to inform the local methodology.¹⁷

24. The locally derived methodology is based on 4 underlying factors:

- New housing should be focused on meeting local affordable housing requirements, supporting local employment opportunities and key services.¹⁸
- The Peak District population has changed considerably during the last plan period, since 2011. It has fallen overall and there are significantly fewer young people and people of working age when compared to regional and national averages.
- The availability and affordability of homes for local people is seriously compromised.
- Taken together these clearly inter-related issues impact directly and significantly on the complex fabric of family, community and place. Local people are very concerned about the implications; for their ability to have a home, to maintain family connections and to sustain the community services, facilities and activities that are important to them. The National Park Management Plan's aim is that National Park communities are thriving and sustainable places where all generations can live healthy and fulfilled lives with opportunities for affordable housing and connection to services.

¹⁷ *Peak District National Park Population Projection Update & Housing Needs Assessment* Peak District National Park Authority 01 December 2023 and *Peak District National Park Affordable Housing Need and Housing Size Update* Peak District National Park Authority 11 May 2026, Nathaniel Lichfield & Partners Limited.

¹⁸ [National Parks Circular](#) para 67 and paras 76-79

Challenges underpinning the locally derived housing need

Population

- The Peak District population has changed considerably during the last plan period, since 2011. It has fallen overall and there are significantly fewer young people and people of working age when compared to regional and national averages.
- The population of the National Park fell from 37,905 in 2011 to 35,897 in 2021 – a fall of 2,008 or 5.3% over the period
- The number of young people living in the Peak District declined by 1,069, or 17.9%, from 5,960 in 2011 to 4,891 in 2021 (East Midlands +5.2%, England and Wales +4.3)
- The number of working age residents living in the Peak District fell from 23,007 in 2011 to 20,259 in 2021, a fall of 2,748 or 12% (England and Wales +3.4%)
- The number of older residents increased by 1,809 or 20% over the past ten years, from 8,938 to 10,747 (similar to national picture).

26. This may be explained by complex local factors related to under-occupancy, affordability and homes not in permanent occupancy.¹⁹

Under-occupancy

27. Across the National Park, up to 50.5% (8,162) of households under-occupy homes with at least two more bedrooms than is considered necessary for their household size and a further 33.1% (5,347) of households have one more bedroom than necessary. Just 15.4% (2,488) of households live in a property that is considered suitable for their current household size.²⁰

House Prices and Affordability

28. The affordability of homes for purchase or rent is a serious issue in the National Park. Properties located within a National Park attract a 25% premium (uplift in price) over an otherwise identical property outside the boundary.²¹ In the Peak District the median house price is £342,300, the median rent is £1,050/month and affordability ratios comparing costs against a households' ability to pay are so high in the 3 main constituent authorities that the ability to obtain a mortgage is significantly compromised except for high earners.²²

¹⁹ Under-occupancy is a technical term only and does not imply negative judgement.

²⁰ Peak District National Park Population Projection Update & Housing Needs Assessment, 01 December 2023, Nathaniel Lichfield & Partners Ltd, page 45.

²¹ [National Parks and Areas of Outstanding Natural Beauty boost house prices by up to 25%](#)

²² Peak District National Park Population Projection Update & Housing Needs Assessment, 01 December 2023, Nathaniel Lichfield & Partners Ltd, page 54-61.

Second Homes and short term lets

29. Census data from 2021 indicates there are 2,131 dwellings unoccupied as a primary residence (equal to 11.6% of the total number of dwellings in the National Park). Other commercially-available data (from analysis of on-line rental platforms) suggest this figure significantly underestimates the true number because it ignores the recent boom in short-term lets. Holiday rentals in the Peak District have increased by 24% since 2022.²³ Anecdotal evidence from local residents speaks of whole streets given over to holiday rentals.

²³ Peak District National Park Population Projection Update & Housing Needs Assessment, 01 December 2023, Nathaniel Lichfield & Partners Ltd, page 61.

Locally- derived housing need – dwelling-led population scenarios

31. Population growth on its own is not an objective, but a level of housing that enables population to be stabilised or better reflect regional and national averages in terms of young people and working age people is tested in the following population and dwelling led scenarios.²⁴ It is accepted that house-building alone cannot (and should not in a protected landscape) wholly counter the fundamental socio-economic drivers of population change and the provision of community services and facilities. Many new homes were built in the National Park between 2011 and 2021 but population still declined. Many community facilities have been lost but others thrive from tourist trade. Service providers will make rational decisions about where to locate and how to operate. Parents living outside the National Park can (and often do) choose a primary school inside.

- Natural population change (births/deaths/migration) results in a negative housing requirement.
- To maintain population at the current level (35,897) around 16 dwellings per annum would be needed.
- If no new homes are built, population would decline by around 838 by 2045.
- If 48 new permanent residence homes a year are built to 2045, population would increase by around 1,731.
- If 95 new permanent residence homes a year are built to 2045, population would increase by around 4,247.
- If 150 new permanent residence homes a year are built to 2045, population would increase by around 7,191.

²⁴ *Peak District National Park Population Projection Update & Housing Needs Assessment* Peak District National Park Authority 01 December 2023

Peak District Housing Need

33. This data suggests that around ninety-five (95) new homes a year are needed. Moderate housing growth will help to sustain a more balanced population and allow more young people and working families to remain or return.
34. A housing need figure of 95 recognises that some new open-market homes (provided through building conversion) would not be permanent homes. (The Local Plan prioritises permanent homes but holiday homes are allowed in some circumstances, for example where they support farm diversification).
35. The Housing Need calculation also takes into account the likelihood that more existing homes will continue to be lost as permanent homes because unless there are changes to the Use Class Order (1987) they may be used as holiday homes without planning permission.

2. Housing Requirement

Housing Requirement in National Parks

1. The NPPF (at para 69) states that strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need can be met over the plan period.
2. Planning guidance states that once local housing need has been assessed, authorities should then assess the amount of new homes that can be provided in their area. This should be justified by evidence on land availability, constraints on development and any other relevant matters.²⁵
3. The NPPF (at para 72) says that strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:
 - specific, deliverable sites for five years following the intended date of adoption; and
 - specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.
4. The UK Government Vision and Circular (2010) *English National Parks and the Broads*, referenced at para 189 footnote 66 of the NPPF, states that:

‘The Authorities have an important role to play as planning authorities in the delivery of affordable housing. Through their Local Development Frameworks they should include policies that pro-actively respond to local housing needs. The Government recognises that the Parks are not suitable locations for unrestricted housing *and does not therefore provide general housing targets for them (our emphasis.)* The expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services.’ (Para 78.)

‘The Government expects the Authorities to maintain a focus on affordable housing and to work with local authorities and other agencies to ensure that the needs of local

²⁵ Paragraph: 040 Reference ID: 2a-040-20241212

communities in the Parks are met and that affordable housing remains so in the longer term.' (Para 79.)

5. The NPPF says that:

'In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs, including proposals for community-led development for housing. Local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs, and consider whether allowing some market housing on these sites would help to facilitate this.' (Para 82.)

'To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.' (Para 83.)

6. The National Park Principles state:

'Through call for sites and other detailed work we will seek to understand the extent to which housing objectives can be met *within environmental constraints and the first purpose of a national park*, in accordance with paragraph 11b of the NPPF.'

Peak District National Park Housing Requirement

7. It is estimated that around 87 dwellings a year can be delivered in the Peak District National Park to 2045 taking into account constraints and land availability. This would lead to a total of 1740 new dwellings over a 20-year plan period. How this Housing Requirement relates to Housing Need (standard method, affordable prescribed method and locally derived method) is set out in the table below.
8. As the (locally derived) Housing Need and Requirement are so similar and cannot be 100% accurate, it is reasonable to assert that the National Park Authority is able to meet its own housing need.
9. It is estimated that 35% will be affordable homes for local people and 65% will be open market homes provided through:
 - the redevelopment of brownfield and enhancement sites for open market and affordable homes
 - the conversion of listed buildings and heritage assets as open market homes and affordable homes
 - development on greenfield exception sites for affordable homes to meet identified local need.
10. The Housing Requirement overall and the proportion of affordable homes both represent an uplift from the last plan period.
11. The rest of Section 2 sets out in more detail the constraints that have informed the Housing Requirement.
12. Section 3 is the Strategic Land Availability Assessment that has informed the Housing Requirement.
13. Section 4 sets out how new Local Plan policy will achieve delivery of this uplift.

Table 1: Peak District National Park Authority Strategic Housing Need and Housing Provision (Requirement) to 2045	
Housing Need & method of calculation	Dwellings per year
Standard Methodology (district average affordability/delivery over 20 years)	270
Standard Methodology (Peak District part of district average affordability/delivery over 20 years)	362
Affordable Need Standard Method (2022-based sub-national population projection scenario at 25% income delivered over whole plan period)	125
Affordable Need Standard Method (2022-based sub-national population projection scenario at 30% income delivered over whole plan period)*	99
PDNPA locally derived method	95
PDNPA Housing Provision	87

Constraints on development

14. Planning guidance states that once local housing need has been assessed, authorities should then assess the amount of new homes that can be provided in their area. This should be justified by evidence on land availability, constraints on development and any other relevant matters.²⁶
15. National Parks are protected landscapes where the scale and extent of development is restricted. The 3 housing need scenarios (standard method, affordable prescribed method and locally derived method) result in different levels of potential housing development and different implications for the level of greenfield development.
16. In order to fully understand the constraints of national park designation and to have a practical understanding of what 'limiting the scale and extent of development' in the Peak District National Park means in practice, the following assessments have been undertaken.
 - Conformity test against key national and local criteria.²⁷
 - Sustainability Appraisal of alternative quantum options.
 - Settlement Character Analysis and Settlement Edge Landscape Sensitivity Assessments.

Conformity test against key national and local key criteria

17. The analysis is set out in full in Appendix 3 and summarised below.

Standard Method between 270 and 362 dpa to 2045. Over a 20-year plan period this translates to between 5,400 and 7,240 new homes.

- Satisfies national policy and guidance. Formula is compromised in PDNP due to the high proportion of empty stock (minimum 11%), the high degree of under occupancy (50.5%) and high affordability ratios.
- Does not satisfy NPPF para 11b as the overall scale of development would lead to adverse impacts.
- Not in accordance with national park's first purpose. The scale of development is harmful to landscape, wildlife and cultural heritage.
- Not compliant with national park's duty & Government *Vision and Circular for National Parks and the Broads* because the majority of homes would be neither locally needed nor affordable.
- Not compliant with the Peak District National Park Management Plan because although it would address population effects the homes would be neither locally needed, nor affordable. They would not be restricted to people with local roots.

²⁶ Paragraph: 040 Reference ID: 2a-040-20241212

²⁷ Does relevant Housing Need figure comply with: NPPF and guidance regarding housing need; NPPF requirements with regard to national parks (para 11b), national park purposes and broad capacity for development; national parks duty and Government *Vision and Circular for National Parks and National Park Management Plan*.

Affordable Need (prescribed method). Between 99 and 125 dpa to 2045. Over a 20-year plan period this translates to between 1,980 and 2,500 local needs affordable homes that in accordance with policy may be built on green field sites.

- Satisfies NPPF policy and guidance. Formula is compromised in PDNP. There is no programmed delivery so need is artificially inflated.
- Does not satisfy NPPF para 11b as the overall scale of development on green field sites would lead to adverse impacts.
- Not in accordance with national park's first purpose. The scale of development on green field sites would be harmful to landscape, wildlife and cultural heritage.
- Not compliant with national park's duty, the Government *Vision and Circular for National Parks* nor the Peak District National Park Management Plan because the scale of need is exaggerated using the prescribed formula, meaning that it is not focussed on locally arising housing need.

Locally derived housing need. 95dpa. Population would increase by around 4,247 if permanently occupied.

- Somewhat compliant with NPPF policy and guidance on meeting housing need. Would meet a significant proportion of the standard method housing need.
- Compliant with NPPF para 11b as it addresses sustainable development objective as a whole, and is compatible with 8b, looking at current and future needs.
- Somewhat compliant with National Park Purposes & capacity. The larger proportion of homes delivered would be conversions or on brownfield sites. However the amount and proportion built on green field sites would increase so a cautionary approach is needed.
- Somewhat compliant with national park's duty, the Government *Vision and Circular for National Parks* and the Peak District National Park Management Plan. Addresses the aim of fostering and maintaining vibrant, healthy and productive living and working communities. A significant proportion of homes would not meet local affordable need (but would conserve and enhance the National Park.)

Sustainability Appraisal (SA)

18. The five options tested are:

- Option 1: Standard Method Housing Figure – 270-362 dwellings per annum (dpa)
- Option 2: Affordable Housing Need (prescribed methodology) – 99-125 dpa
- Option 3: Locally derived housing need figure (medium population increase (by around 4,247 during plan period if dwellings are permanently occupied) – 95 dpa
- Option 4: Low population increase by around 1,1731 during plan period) – 48 dpa
- Option 5: Maintain stable population around 35,897 during plan period) – 16 dpa

Options 2 and 3 are very similar, with the Option 3 figure falling just slightly outside the range of Option 2. However, they are considered to be distinct alternatives for the purposes of SA, because

the principle of basing the figure on affordable housing need has some implications for how the housing would be provided, which warrant consideration through the SA.

19. The SA tests these Options against the SA Objective 'To protect and enhance the natural beauty of the Peak District National Park's contrasting and ever evolving landscape in a changing climate.' It concludes:

'A higher housing figure is expected to mean that adverse impacts from new built development on the landscape and character of the National Park are more difficult to avoid. The higher scale of development associated with Options 1 to 3 in particular would result in the development of some greenfield land which would likely result in negative impacts on the local landscape. Although Options 2 and 3 would provide a similar amount of development, Option 2 would likely result in more development on greenfield land compared to Option 3 as Option 2 could technically allow for 100% of affordable homes on greenfield land. One of the special qualities of the National Park, 'beautiful views created by contrasting landscapes and dramatic geology', is more likely to be affected by a larger amount of new housing development and as such the unique landscape would likely be more affected by Options 1 to 3. Options 4 and 5 are likely to result in less development on greenfield land as brownfield sites within the National Park may be able to accommodate the scale of growth. While there may still be landscape impacts, these are likely to be less compared to the development of greenfield land. As such, Options 1 to 3 are expected to have significant negative effects on this SA objective and Options 4 and 5 are expected to have minor negative effects. In all cases, the effects are uncertain as they will depend a lot on the specific location and design of individual housing developments.'

20. The summary of findings cautions that the assessment is high level, focussing on the total amount of housing to be delivered and not taking into account the location or nature of individual housing developments. It notes that these factors will clearly have a significant impact on the actual sustainability effects of the housing eventually delivered. The SA concludes that in general, the higher housing options would be more likely to have negative effects on the sensitive natural environment of the National Park. The amount of growth associated with Options 1-3 is highest and so these options would have broadly fairly similar effects in terms of the scores associated with each SA objective. Option 1 would therefore have the most negative effects of the options.

Options 4 and 5 would deliver smaller scales of growth and so tend to have less pronounced effects, both positive and negative, compared to Options 1-3.

21. The SA states that:

‘It is considered that Option 4 (48dpa) performs the best overall, representing something of a balance between the social and economic advantages of providing enough housing growth to meet local needs but also avoiding the potential adverse environmental effects of higher growth.’

Settlement Character Analysis and Settlement Edge Landscape Sensitivity Assessment

22. The Authority has a robust understanding of the capacity for development through a *Settlement Character Analysis & Settlement Edge Landscape Sensitivity Assessment* (‘the Assessment’) undertaken for 23 Peak District settlements.²⁸ The settlements chosen for sensitivity testing have the largest populations (therefore anticipated to have greater housing need and greater pressure for development), are the most sustainably located and have good services and facilities.²⁹ Landscape capacity aside, they would be the best places to locate housing development.

23. The Assessment is a high-level spatial assessment of the sensitivity of the settlement edge landscapes to the type of development that is permitted in principle in the National Park. Landscape sensitivity is derived from a detailed assessment of landscape value and susceptibility. Different ‘local landscapes character areas’ are identified for each settlement and assessed as ‘very high’, ‘high’ or ‘moderate’ sensitivity.³⁰ Greater capacity for development exists where at least one of the local landscape character areas is high or moderate.

- In settlement edge landscapes with **Very High** overall sensitivity even small-scale development may cause substantial harm to valued characteristics/features and designations that contribute to the settlement’s character and sense of place.
- In settlement edge landscapes with **High** overall sensitivity, it may be possible to accommodate sensitively located and designed small-scale development in some settlement edge locations without harm to valued characteristics/features and designations that contribute to the settlement’s character and sense of place.
- In settlement edge landscapes with **Moderate** overall sensitivity, it is likely that the landscape could accommodate sensitively located and designed small-scale development in some settlement edge locations without harm to valued

²⁸ [Settlement Edge Landscape Sensitivity Assessment](#)

²⁹ Apart from Kettlethulme, selected to test the approach for small settlements.

³⁰ Local Landscape Character Areas are smaller in scale than Landscape Areas or Types usually associated with wider scale landscape character studies. They are closely focussed on the settlement edge where there is pressure for development.

characteristics/features and designations that contribute to the settlement's character and sense of place.

24. Very High landscape sensitivity *of the whole settlement edge* is noted for half of the settlements assessed. This indicates that capacity for development on the edge of these settlements is very limited. The other settlements were assessed as having either a mix of high and very high, or all high. None of the settlement edges were assessed as having moderate sensitivity.
25. The above analysis points to significant landscape constraints and informs the Strategic Housing Land Availability Assessment, Housing Supply and Settlement Strategy which are considered in the next sections.

3. Strategic Housing Land Availability Assessment

The following Strategic Housing Land Availability Assessment (SHLAA) sets out the sources of land supply that can contribute towards the Local Plan's Housing Requirement, in accordance with Guidance and prescribed methodology. The development of any new housing on greenfield sites in the new local plan is by exception and sites are not allocated. For this reason, sites assessed as part of the SHLAA are not mapped. However, a full site assessment is prepared in order that Housing Requirement and 5-year land supply is robustly demonstrated. This is shown in Appendix 4.

Stage 1: Identification of sites and broad locations

Geographical Area

The area of the Peak District National Park is included within the scope of the SHLAA. The process of assessment focussed on land in and on the edge of settlements.

Identification of sites and the involvement of stakeholders.

The Authority has worked with parish councils and the local authority Rural Housing Enabler to build up a pipeline of potential sites. Brownfield and infill sites were nominated by planning officers and all sites that are currently receiving pre-application advice and expected to come forward were identified. While it is not proposed to allocate sites (including from sites arising from the SHLAA process) there is a partnership approach to site selection and delivery in order to respond to the needs of the area. Maintaining this 'off-plan' approach also greatly assists in the purchase and viability of social housing delivery by Rural Providers by constraining 'hope value' and maintaining certainty in policy terms as to the objective of greenfield land release in the National Park. This approach is set out in more detail in Section 4.

This was supplemented by a *Call for Sites* which took place between 10 March – 5 May 2025. Publicity about the event along with Guidance Notes and a Sites Suggestion Form were published on the Authority's website and included in direct emails to agents, statutory and non-statutory consultees, parish councils and responders to the first Regulation 18 *Issues and Options* consultation (2024). Publicity material included information about:

- the purpose and focus of the call for sites
- the land uses included (this SHLAA only considers the sites that were put forward for housing)
 - 100% Affordable Housing (on greenfield land).
 - Self and custom build homes
 - Other housing (on brownfield land).
 - Specialised care homes (for example older people).
 - Small scale business including offices, manufacturing and warehousing.
 - Small-scale and Community-led Renewable Energy

- Local Green Space.
- Biodiversity Net Gain.
- Open Space (allotments, amenity space etc).
- the kind of sites that could be suggested
- who can make submissions and how to make them.

The Stage 1 analysis demonstrated a potential area of **34 ha** for the development of housing. Availability and deliverability was taken into account.

Stage 2: Site/broad location assessment

The Stage 2 assessment included a detailed analysis taking into account the criteria listed below. Several sites were screened out and/or reduced in size as a result.

- site size, boundaries, and location
- current land use and character
- land uses and character of the surrounding area
- physical constraints (eg access, contamination, steep slopes, flood risk, natural features of significance, location of infrastructure/utilities)
- potential environmental constraints
- compliance with the development plan's policies
- proximity to services and other infrastructure, such as public transport
- suitability for a particular type of use or as part of a mixed-use development
- flood risk.

The Stage 2 assessment also included a detailed Landscape Impact Assessment of sites submitted in the call for sites, that were located in or on the edge of the 23 settlements that were the subject of the landscape sensitivity assessment. (Settlements with the largest populations with good services and connectivity). Several sites were screened out and/or reduced in size as a result of this.

The Stage 2 analysis demonstrated a potential area of **15.4 ha** for the development of housing. This is shown in Appendix 4.

Stage 3: Windfall

Windfall development is development on non-allocated sites. The Authority operates an 'exceptions' approach to housing development therefore completions data (see Table below) is a good proxy for estimating Windfall. This is estimated as 67 dwellings a year. It is reasonable to include holiday homes in the windfall calculation because new policies favour the development of permanent homes over holiday homes.

Table 2: Housing completions 2006/7- 2024/25				
Dwelling	Number completed 2006/7-2024/25	% of total	Average annual completions 2006/7-2024/25 (19YRS) (dpa)	Policy route
open market	510	40%	27	brownfield/enhancement site or conversion of heritage asset
local needs	271	22%	14	new-builds green field site in or on edge of named settlement
agricultural	51	4%	3	Agricultural key worker
ancillary	89	7%	5	
agricultural or holiday	2	0%	0	conversion of heritage asset
ancillary or holiday	23	2%	1	conversion of heritage asset
holiday	332	26%	17	conversion of heritage asset
Total	1278		67	
Source PDNPA data Summary of Completions and Commitments 2006/7-2024/25				

Stage 4: Assessment review

A summary of strategic housing land availability and the indicative trajectory is set out in the table below. This takes into account all sites and their deliverability (as described in Stage 1) site specific and environmental constraints (as described in Stage 2) and the windfall assessment (as described in Stage 3).

Sites that make up the 15.4ha of land that is available and within that the 3.4ha that are deliverable within 5 years are listed in Appendix 4.

Table 3: Strategic Housing Land Availability Assessment to 2045				
	Hectares (landscape and other site-constraints may further reduce total)	Total dwellings that could be provided (30 dwellings per hectare) (landscape and other site constraints may further reduce total)	Dwellings per year that could be provided (20 years)	Indicative trajectory
Housing land available brought forward to Stage 2 assessment	15.4	406	20	Over the plan period
Windfall assessment			67	Over the plan period
Deliverable (5-year land supply)	approx 3.43	approx 100		0-5 years
Overall assessment			87	

4. Housing Supply

1. Housing supply is the future supply of land which is suitable, available and achievable for housing and can potentially be delivered over the plan period.
2. This section sets out the relationship between The Housing Need, the Housing Requirement and the Strategic Housing Land Availability Assessment to demonstrate that the Local Plan has a coherent and consistent position and that the policy approach sound.
3. The Development Strategy Policy C8 sets out that development is acceptable in principle for:
 - local needs affordable housing in or on the edge of named settlements
 - single unit local needs affordable homes in or on the edge of hamlets.
4. The strategic Housing Policy H1 sets out at Clause C that:

Exceptionally, new housing (whether newly built or from re-use of an existing building), including self-build and custom-build, is accepted in principle:

 - i. in or on the edge of settlements in accordance with Policy C8:
 - a. on rural exception sites where it addresses eligible local needs and homes remain affordable with occupation restricted to local people in perpetuity*.
 - b. where it is required in order to achieve conservation and enhancement.
 - c. where it is created by the redevelopment of a residential garden.
 - d. where it provides assisted accommodation for people with a local connection and it can be demonstrated that adequate care or assistance cannot be provided within the existing housing stock.
 - ii. where it is required in order to achieve conservation and enhancement of a heritage asset.
 - iii. where it is created by the subdivision of an existing residential building.
 - iv. where it is created by the redevelopment of an existing dwelling.
 - v. where it provides tied accommodation for an essential rural worker in agriculture, land management, forestry or other rural enterprises.
5. This is a long-standing and successful approach carried forward from the previous Core Strategy, as evidenced by past delivery of 67 dwelling per year on average since 2006/7. Technically, housing delivery is reliant on 'windfall' as sites are not allocated. However, this is a misnomer. It ignores the Authority's pro-active approach to finding and developing sites, working with parish councils, local residents and the housing authorities, in particular the rural housing enabler. Since 2006/7 around 22% of homes delivered are local needs affordable homes on greenfield sites where 100% of the homes delivered are affordable homes.
6. The Local Plan's Housing Requirement is an uplift from the current Core Strategy. The Core Strategy planned for between 615 and 1,095 new homes. Delivery was in excess of this (1,278).

7. The Local Plan maintains the long-standing settlement strategy, directing development to Bakewell and 62 other sustainably located villages. Different settlement strategies with different tiers and different levels of development were considered at *Issues and Options* and *Preferred Approach* stage and there are some merits in terms of certainty for developers. However, on balance a flat settlement strategy is considered to be the most appropriate for a national park. Except for Bakewell, the Peak District National Park area is outside what would normally be considered an appropriate area for planned housing development. Housing development is therefore by exception and in relation to the identified need arising in the parish or adjoining parishes as this best addresses the aim of enabling thriving and sustainable communities.
8. In addition, new policies in the Local Plan support an increase in delivery by:
 - identifying those settlements with capacity for development that should address appropriate wider housing need if necessary (for example if sites cannot be found in smaller villages) (C8 C)
 - allowing single-unit local needs affordable homes in or on the edge of hamlets (C8 A ii).
9. The Local Plan's Affordable Housing Requirement is less than what was anticipated in the previous Core Strategy (between 60-80%) but more than what has been delivered (22%).
10. The Local Plan maintains the long-standing approach that on rural exception sites 100% of the homes are affordable homes for local people.
11. In addition, new policies in the Local Plan support an increase in the delivery of affordable homes to 35% by:
 - clearly establishing the requirement and % contribution for affordable homes on previously developed land
 - clearly establishing the requirement and % contribution for affordable homes through the conversion of heritage assets
 - establishing the principle that on enhancement sites³¹ where there is development of 2 or more dwellings the majority will be affordable housing.
 - providing guidance (in Appendix 8) on off-site financial contributions where in exceptional circumstances this is necessary instead of on-site provision.

Viability of 100% affordable housing schemes

12. Greenfield sites with 100% affordable housing are viable with significant levels of grant and local authority funding. Using the development of market homes to cross-subsidise locally-needed affordable homes would result in at least 70% of any homes built being for market sale and cause land values to rise. This is not sustainable or appropriate in a national park. The Authority will continue to work closely with the housing authorities to explore funding sources and different affordable tenures to address viability issues.³²

³¹ Enhancement sites are sites where, to further National Park purposes, significant conservation and enhancement of the National Park can be achieved through the provision of housing and landscaping.

³² Economic Viability Assessment

Approach to site allocation

13. Sites that have come forward from the SHLAA and that are considered capable of contributing to the housing supply are not allocated. Instead, the Authority will work with the local authority to understand relevant housing need and undertake any further landscape and ecological assessment to better understand the constraints identified through the SHLAA process.

Appendix 1: English National Parks and the Broads: Principles of an approach to housing

Principle One: National Parks and The Broads Purposes.

National Parks and The Broads are treasured, beautiful landscapes, rich in cultural heritage and wildlife for all to enjoy. They were born of a post-war consensus that holds true today – that our countryside is much loved and needs conservation and enhancement. Purposes established at that time remain hugely relevant for the country’s new challenges: our health and well-being, clean air and water, and the nature and climate that all our futures depend on.

- The Land Use Framework consultation documents set out that protected landscapes have a role in delivering objectives for nature, water, rural housing and climate.³³
- Protected landscapes are key in the delivery of the 10 *Environmental Improvement Plan* goals.³⁴
- The Government recognises that National Parks are not suitable locations for unrestricted housing and does not therefore provide general housing targets for them. The expectation is that new housing will be focused on meeting affordable housing requirements, supporting local employment opportunities and key services.³⁵
- This is in line with our socio-economic duty and the need to ensure a vibrant local community.
- The National Planning Policy Framework says that the landscape and scenic beauty in National Parks and The Broads have the highest status of protection, major development should not take place except in exceptional circumstances and the scale and extent of development should also be limited.³⁶

Principle Two: Housing Need Standard Method

The standard method is a starting point for assessing housing need and plan-making.

- Housing need in a protected area is part of the overall housing need of the relevant constituent authority.
- We recognise that under the Government’s standard methodology housing need inside and outside the boundary of nationally protected landscapes is broadly based on the proportion of stock. For context, only 0.7% of England’s dwelling stock is within National Parks. 2011 Census statistics for National Parks and the Broads Table KS401EW. Stock figures for 2021 are not available.
- In protected areas, stock-based methodologies will exaggerate housing need when compared to population-based methodologies. This is because in protected areas, compared to the national average, significantly more homes are under-occupied or used as holiday or second homes. Evidence also shows a tendency toward smaller households

³³ [Land Use Consultation.pdf](#) p24

³⁴ [Environmental Improvement Plan](#)

³⁵ [National Parks Circular](#) para 67 and paras 76-79

³⁶ [National Planning Policy Framework - GOV.UK](#)

and a higher percentage of older / retirement age households. 29.5% of the population of England's National Parks is over the age of 65 compared to 18.4% nationally. The majority of households (51.2%) have two or more spare bedrooms compared to England's figure of 35.6%. ONS 2021 Census Tables TS007 and TS052.

- In protected areas, affordability-based methodologies will significantly exaggerate housing need when compared to population-based methodologies. This is because demand is high (the areas are attractive places to live and/or earn income from short-term lets) and supply (by design) is low. This combines to increase prices so that relative to local incomes, houses are less affordable.
- National policy confirms that housing need is not the housing requirement.³⁷

Principle Three: elements of an alternative approach to need and assessment.

In establishing a local plan housing need and from there a subsequent provision, Authorities will set out their objectives having regard to our statutory purposes and duty. In seeking to understand housing need in a National Park/The Broads context, we will look at population, housing stock, affordability and community services.

An understanding of development capacity is a key part of this process. We cannot build homes at the volume that would be required to impact on affordability without irreparable damage to the very purpose of designation

- Housing objectives will be positively framed and aligned to Authorities' socio-economic duty and the sustainable development social objective set out in the National Planning Policy Framework (paragraph 8b). We will plan for a prosperous rural economy and the homes that are needed to support this.
- Housing objectives will support strong, vibrant and healthy communities, by ensuring that a sufficient range of homes can be provided to address the local needs of present and future generations.
- Other evidence in relation to overall need may include: local affordable housing need; population and household projections (including dwelling-led scenarios); housing stock and its actual use, availability and affordability and economic and social well-being.
- Through call for sites and other detailed work we will seek to understand the extent to which housing need, however derived, can be met within environmental constraints and the first purpose of a national park, in accordance with paragraph 11b of the NPPF. For example, through holistic (not just site-based) capacity assessments that consider the potential for development through impact on landscape, cultural heritage and special qualities.

Principle Four: Policy and plan-making.

Authorities will develop positively framed policy to meet their housing provision and objectives. We will work with partners collaboratively to achieve solutions. Whether through the duty to co-operate or any subsequent arrangements, through our own mechanisms and

³⁷ NPPG Housing and Economic Needs Assessments, paragraph 002, ID: 2a-002-202412 Housing need does not take into account environmental or other policy constraints. For example flood risk, landscape, habitats, cultural heritage or other Special Qualities.

groups, this is to deliver a sound Local Plan and supply of dwellings. We are aware of Devolution and emerging Spatial Development Strategies and will work pro-actively to contribute to such plans.

- National Park and Broads Authorities have an important role as planning authorities but are neither housing authorities nor housing providers.
- Policies and arrangements that bring forward rural exception sites delivery are particularly significant for National Parks and The Broads.
- We will share evidence and develop policies which seek to maintain a steady pipeline of sites for locally needed affordable homes that is balanced with our long-term conservation outcomes, as required in the National Parks Circular and NPPF (previously cited).

Principle Five: Delivery.

Authorities will collaborate and build partnerships to encourage best practice in delivery.

- Through our National Park Management Plans and other work, we will forge strong partnerships and working practices to get homes delivered on the ground and protected in perpetuity.
- We will collaborate on local housing strategies that align with spatial planning policies to demonstrate a broad partnership commitment. This will maximise the potential for funding, enable appropriate delivery vehicles (for example S106 agreements, Rural Providers and Community Land Trusts) and bring confidence to the development industry.
- We will also work in creative ways to deliver locally needed housing. For example with Housing Associations and Community land Trusts to purchase existing homes, estates and other large landowners to deliver bespoke local affordable housing. We may also on occasion build our own affordable homes.

Appendix 2: Housing need locally determined method-background data.

Population by sub-area

Table 7.1 2021 Census Population living in the Peak District National Park by sub-area

	Census 2021 Peak District Population	% of Total Peak District Population
Barnsley	116	0.3%
High Peak	5,956	16.6%
Kirklees	226	0.6%
North East Derbyshire	93	0.3%
Oldham	97	0.3%
Sheffield	956	2.7%
Dark Peak and Moorlands Fringes	7,444	20.7%
Derbyshire Dales	23,359	65.1%
White Peak and Derwent Valley	23,359	65.1%
Cheshire East	1,311	3.7%
Staffordshire Moorlands	3,777	10.5%
South West Peak	5,088	14.2%
Peak District National Park	35,891	100.0%

Source: Census 2021 / Lichfields' analysis

Housing Stock

Detached properties comprise 45.7% of properties across the National Park, which is a much greater share than across the East Midlands (33.2%), the West Midlands (24.5%) and nationally across England and Wales (23.2%).

The share of all other housing types across the Peak District is below that of the regional and national comparators. Semi-detached properties across the National Park comprised just 29.3% of total stock in 2021 and is the lower share than that across the East Midlands (35.7%), the West Midlands (37.6%) and across England and Wales (31.5%). 17.9% of homes across the National Park are terraced properties, slightly below the 19.3% across the East Midlands, 21.5% across the West Midlands and 23.2 nationally.

Housing stock by sub-area

Table 3.1 Dwellings located within the Peak District National Park Authority’s Administrative Boundaries

Associated Planning Authority	Inside PDNP (Census 2021)	Inside PDNP (adjusted to 2023)	0.8%
North East Derbyshire District Council	40	40	0.3
Barnsley Metropolitan Borough Council	50	50	0.4
Kirklees Council	109	109	0.9
Oldham Council	41	41	0.3
High Peak Borough Council	3,032	3,034	24.3
Sheffield City Council	418	418	3.3
Dark Peak and Moorlands Fringes	3,690	3,692	29.5
Derbyshire Dales District Council	12,226	12,294	98.4
White Peak and Derwent Valley	12,226	12,294	98.4
Cheshire East Borough Council	635	636	5.1
Staffordshire Moorlands District Council	1,873	1,879	15.0
South West Peak	2,508	2,515	20.1
Peak District TOTAL	18,424	18,501	148.0

Source: ONS (2025) / LT100 / Lichfields Analysis / PDNPA. Note: due to rounding errors, sums may not add.

Household composition

In parallel with the overall population trends, the number of households across the Peak District declined slightly by 301 households or 1.8% from 16,461 in 2011 to 16,160 in 2021.

There has been a significant increase in that time in the number of couple households over the age of 65 living in the Peak District (+27%, compared to 20% nationally),

The number of families living in the Peak District decreased by a very substantial 12% over the past ten years, compared to an increase of 5% nationally.

Occupancy patterns

In the open market, households typically do not strictly occupy housing in line with their ‘needs’, or their household size. This is because households are free (within their financial means) to buy or rent property in line with what they want, rather than what they might be considered to ‘need’. Households may wish to have additional space generally or for a specific purpose, e.g. for working from home. Growing families may also live in housing with a view to having more children, or older couples may live in the family home even once adult children have left (often referred to as ‘empty-nesting’). It is within this context, and without judgement, that the following comments regarding under-occupancy (a home is bigger than what is needed) or over-occupancy (a home is smaller than what is needed) are made.

Across the National Park, up to 50.5% (8,162) of households under-occupy homes with at least two more bedrooms than is considered necessary for their household size and a further 33.1% (5,347) of households have one more bedroom than necessary.

Just 15.4% (2,488) of households live in a property that is considered suitable for their current household size.

Housing Tenure

In the Peak District 51.3% of homes are owned outright compared to just 35.4% across the East Midlands, 34.4% across the West Midlands and 32.8% across England and Wales.

The share of properties owned with a mortgage or private loan comprises 22.8%, below that of the East Midlands (30.0%) and West Midlands (28.4%) as well as England and Wales (28.7%).

Socially rented properties comprise just 10.0% of properties across the Peak District and is a smaller proportion than across the East Midlands (14.9%), the West Midlands (18.2%) and England and Wales (17.1%).

15.2% of dwellings across the National Park are privately rented. This share is lower than the level privately rented dwellings across the East Midlands (18.7%), the West Midlands (17.9%) and is notably lower than across England and Wales (20.3%).

House price and affordability

Across the National Park, the median house price is £342,300, with a lower quartile price of £247,000 and upper quartile price of £538,800.

On average, properties located within a National Park attract a 25% premium (uplift in price) over an otherwise identical property outside the boundary. National Parks and Areas of Outstanding Natural Beauty boost house prices by up to 25%

In the Peak District, the median house price uplift for Derbyshire Dales is 28%, for High Peak 59% and for Staffordshire Moorlands 131%.

Across the Peak District as a whole, lower quartile rents were £760, median £1,050 and upper quartile £1,250 (April 2023 survey.) Comparison with average rents for the Local Authority districts which overlap with the Peak District demonstrates the premium on rental properties within the National Park, with a median rent of £618 across the nine districts.

Affordability involves comparing costs against a households' ability to pay, with the higher the ratio, the more unaffordable a home is in that locality. It is unusual for a mortgage lender to consider a higher loan-to-income ratio than 4.5 as this is considered unaffordable. For Derbyshire Dales the ratio is 10.24. In High Peak the ratio is 7.88 and in Staffordshire Moorlands 6.75.

Affordability ratios are not normally available for National Parks but a bespoke ONS dataset did include figures for Local Authorities split by National Parks, using 2019 data. Only Derbyshire Dales has an affordability ratio calculated within and without the Peak District boundaries. The ONS data indicates that for Derbyshire Dales, the median affordability ratio inside the National Park was 12.24, compared to 8.67 outside its boundaries, highlighting the premium on homes within the Peak District.

Vacancy Rates, Second Homes and Short Term Lets

There is no single dataset that enables a definitive understanding of how many properties in the Peak District that could be used as permanent homes are instead in use as holiday homes/short term lets. The following inferences can be made from ONS and other commercial data:

2,131 dwellings in the Peak District are unoccupied as a primary residence as of 2021, equal to 11.6% of the total number of dwellings in the National Park.

This figure is unlikely to represent the true number of holiday homes because it ignores the recent boom. For example, holiday rentals in the Peak District have increased by 24% since 2022. AirDNA suggests that there are currently 5,195 holiday rentals in the Peak District, of which 66% are listed on the rental platform AirBnB. If we assume that only those on AirB&B are dwellings, that means 3,406 dwellings in the Peak District are short term lets, i.e. 18.6%. It is likely that this is an over-estimation given that the data source's delimitation of the Peak District extends beyond its true boundaries.

Levels of holiday and second homes in the Peak District are slightly lower than other comparable areas such as other national parks (notably the Lake District) or popular coastal areas.

However, even if this is the case, there remains a clear issue with a reduction in the stock of permanent dwellings in the Peak District that would be available to local residents to move into, due to the loss of a high proportion of homes to the holiday lettings and second homes market.

Population and dwelling-led scenarios³⁸

Natural population change (births/deaths/migration) results in a negative housing requirement.

To maintain population at the current level (35,897) around 16 dwellings per annum would be needed.

If no new homes are built, population would decline by around 838 by 2045.

If 48 new permanent residence homes a year are built to 2045, population would increase by around 1,731.

If 95 new permanent residence homes a year are built to 2045, population would increase by around 4,247.

If 150 new permanent residence homes a year are built to 2045, population would increase by around 7,191.

³⁸ The rationale for testing dwelling-led scenarios of 48, 95 and 150dpa is that they are approximate multiples of average delivery of new-build affordable homes and compatible with previous tests.

Appendix 3: analysis of different housing needs models against key criteria

Housing Need Methodology & dwellings per anum (dpa)	Assessment against national and local criteria								
	NPPF (Housing Need)	NPPF (para 11b National Park)	National Park Purposes & capacity	National Park Duty & Government Vision and Circular for National Parks and the Broads	National Park Management Plan	<table border="1"> <tr> <th data-bbox="1771 472 2004 544">Summary</th> </tr> <tr> <td data-bbox="1771 549 2004 732">Overall <i>not</i> compliant with national and local criteria.</td> </tr> <tr> <td data-bbox="1771 737 2004 916">Overall compliant with national and local criteria.</td> </tr> </table>	Summary	Overall <i>not</i> compliant with national and local criteria.	Overall compliant with national and local criteria.
Summary									
Overall <i>not</i> compliant with national and local criteria.									
Overall compliant with national and local criteria.									
<p>Standard Method</p> <p>between 270 and 362 dpa to 2045.</p> <p>Over a 20-year plan period this translates to between 5,400 and 7,240 new homes.</p>	<p>Satisfies policy and guidance.</p> <p>Formula is compromised in PDNP due to the high proportion of empty stock (minimum 11%), the high degree of under occupancy</p>	<p>Does not satisfy para 11b as overall scale of development would lead to adverse impacts.</p>	<p>Not in accordance with first purpose.</p> <p>Scale of development is harmful to landscape, wildlife and cultural heritage.</p>	<p>Not compliant as homes would not be locally needed nor affordable.</p>	<p>Not compliant.</p> <p>Would address population effects but homes would not be locally needed, nor affordable. They would not be restricted to people with local roots.</p>	<p>Not compliant with NP purposes.</p> <p>Not compliant with NPPF para 11b.</p>			

	(50.5%) and high affordability ratios.					Does not address NP duty, circular or NPMP.
<p>Affordable Need (prescribed method)</p> <p>between 99 and 125 dpa to 2045.</p> <p>Over a 20-year plan period this translates to between 1,980 and 2,500 local needs affordable homes that in accordance with policy may be built on green field sites.</p>	<p>Satisfies policy and guidance.</p> <p>Formula is compromised in PDNP; because there is no programmed delivery, need is artificially inflated.</p>	<p>Does not satisfy para 11b as overall scale of development, on green field sites, would lead to adverse impacts.</p>	<p>Not in accordance with first purpose.</p> <p>Scale of development on green field sites is harmful to landscape, wildlife and cultural heritage.</p>	<p>Not compliant as the scale of need is exaggerated using the prescribed formula, meaning that it is not focussed on locally arising housing need.</p>	<p>Would address population effects but not compliant as the scale of need is exaggerated using the prescribed formula, meaning that it is not focussed on locally arising housing need.</p>	<p>Not compliant with NP purposes.</p> <p>Not compliant with NPPF para 11b.</p> <p>Does not fully address NP duty, circular or NPMP</p>
<p>Natural population change</p> <p>No homes are needed</p>	<p>Not compliant.</p>	<p>Not compliant taking sustainable development objective as a whole, but is compatible with</p>	<p>Compliant.</p> <p>Level of development would be negligible and</p>	<p>Not compliant taking duty and objectives as whole.</p>	<p>Not compliant as does not address thriving and sustainable communities objective nor address population issues.</p>	<p>Compliant with NP purposes.</p> <p>Compliant with NPPF para 11b.</p>

		8b as there is a declining population.	level of green field development nil.			<p>Not compliant with NPPF housing.</p> <p>Does not address NP duty, circular or NPMP.</p>
<p>Stable population</p> <p>16 dpa</p> <p>Population = 35,897</p>	Not compliant.	Somewhat compliant as looks at existing and future need.	Compliant. Level of green field development would be very low.	Compliant as looks at existing and future need.	<p>Compliant as looks at existing and future need, addresses thriving and sustainable communities objective and addresses population issues.</p>	<p>Compliant with NP purposes.</p> <p>Compliant with NPPF para 11b.</p> <p>Not compliant with NPPF housing.</p> <p>Somewhat compliant with Duty, Circular and NPMP.</p>

<p>Population increase (low) (48 dpa)</p> <p>If 48 new permanent residence homes a year are built to 2045, population would increase by around 1,731</p>	<p>Somewhat compliant. Would meet a small proportion of the standard method housing need.</p>	<p>Compliant.</p> <p>Addresses sustainable development objective as a whole, and is compatible with 8b, looking at current and future needs.</p>	<p>Compliant. A proportion of homes delivered would be conversions or on brownfield sites, and a proportion would be on greenfield. Level is compatible with previous delivery rates.</p>	<p>Compliant. Addresses aim of fostering and maintaining vibrant, healthy and productive living and working communities.</p>	<p>Compliant.</p> <p>Addresses thriving and sustainable communities objective and addresses population issues.</p>	<p>Compliant with NP purposes.</p> <p>Compliant with NPPF para 11b.</p> <p>Somewhat compliant with NPPF housing.</p> <p>Compliant with Duty, Circular and NPMP.</p>
<p>Population increase (medium) 95 dpa</p> <p>If 95 new permanent residence homes a year are built to 2045, population would increase by around 4,247</p>	<p>Somewhat compliant.</p> <p>Would meet a significant proportion of the standard method housing need.</p>	<p>Compliant.</p> <p>Addresses sustainable development objective as a whole, and is compatible with 8b, looking at current and future needs.</p>	<p>Somewhat compliant. A proportion of homes delivered would be conversions or on brownfield sites, and a proportion would be on greenfield. Level is more than previous delivery rates.</p>	<p>Somewhat compliant.</p> <p>Addresses aim of fostering and maintaining vibrant, healthy and productive living and working communities. However a significant proportion of homes would not be local needs affordable.</p>	<p>Somewhat Compliant.</p> <p>Addresses thriving and sustainable communities objective and addresses population issues.</p> <p>However a significant proportion of homes would not be local needs affordable.</p>	<p>Somewhat compliant with NP purposes.</p> <p>Compliant with NPPF para 11b.</p> <p>Somewhat compliant with NPPF housing.</p> <p>Compliant with Duty, Circular and NPMP.</p>

<p>Population increase (high) 150 dpa</p> <p>If 150 new permanent residence homes a year are built to 2045, population would increase by around 7,191</p>	<p>Somewhat compliant.</p> <p>Would meet a significant proportion of the standard method housing need.</p>	<p>Does not satisfy para 11b as overall scale of development would lead to adverse impacts.</p>	<p>Not in accordance with first purpose.</p> <p>Scale of development is harmful to landscape, wildlife and cultural heritage.</p>	<p>Somewhat compliant.</p> <p>Addresses aim of fostering and maintaining vibrant, healthy and productive living and working communities. However a significant proportion of homes would not be local needs affordable.</p>	<p>Not compliant.</p> <p>Would address population effects but homes would not be locally needed, nor affordable. They would not be restricted to people with local roots.</p>	<p>Not compliant with NP purposes.</p> <p>Not compliant with NPPF para 11b.</p> <p>Somewhat compliant with NPPF housing.</p> <p>Somewhat compliant with Duty and Circular.</p> <p>Not compliant with NPMP.</p>
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Appendix 4: Site assessment

The following sites make up the 15.4ha of land that is available and within that the 3.4ha that are deliverable

Name of site	How known	Reference number	Site area (as submitted) (ha)	Site Landscape Sensitivity Assessment (where available)	Officer comments	Overall assessment	Site of site carried forward	Projected number of dwellings (30dph)
Calver Road/ Over Lane Baslow	call for sites	1	3.1245	High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local Landscape Character Area (High Sensitivity).	High surface water risk will mean SUDS are needed on site. Very high risk areas will have to be discounted from the overall site size. Opportunity for care units which could be at a higher density.	Possibly suitable for Housing	2.2	66
East Paddock, Chelmorton	call for sites	2	0.16		Opportunity for enhancement of the buildings on site.	Possibly suitable for Housing	0.3	4
Hillside Croft, Taddington	call for sites	3	0.16		ENQ\52815. Southern boundary of the site is outside of the indicative settlement edge.	Possibly suitable for Housing	0.13	4

Land at Burton Edge, Bakewell	call for sites	4	1.6	High Sensitivity, While land within the site is not in itself of high cultural or natural heritage value, the site is considered to be of high susceptibility to change in terms of important views that contribute to the Special Qualities of the National Park. The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local Landscape Character Area (High Sensitivity).	Could include care units which would increase the number of projected dwellings	Possibly suitable for Housing	1.6	48
Land at Over Haddon	call for sites	6	0.2		Tree concerns and Potential Archaeology	Possibly suitable for Housing	0.06	2
Whitecross Farm, Tideswell	call for sites	7	1.492	Very High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local Landscape Character Area (Very High Sensitivity).	Rising land excludes some of the site. Very high sensitivity	Possibly suitable for Housing but smaller area. Landscape constraints	1.06	32

Marquis of Granby, Bamford	call for sites	11	1.84	Moderate Sensitivity	Flood risk area had to be removed	Suitable for Housing	0.74	22
Old Hall Yards, Over Haddon	call for sites	12	0.84		Site is acceptable but due to the size of the settlement it is only appropriate to have up 10 dwellings in relation to housing need. Avoid the belt of trees to the north of the site.	Possibly suitable for Housing	0.73	10
Shutts Lane, Bakewell	call for sites	24	1.61874	High Sensitivity, While land within the site is not in itself of high cultural or natural heritage value, the site is considered to be of high susceptibility to change in terms of important views that contribute to the Special Qualities of the National Park. The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local Landscape Character Area (High Sensitivity).	Site needs to be considered in the context of approved site at Stoney Close, to the east.	Possibly suitable for housing but landscape implications.	1.42	42

Stonewell Lane, Hartington	call for sites	25	1.1305	Very High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local Landscape Character Area (Very High Sensitivity).	Possible use on southern site	Possibly suitable for housing but landscape implications.	0.1	3
Stonewell Lane (South), Hartington	call for sites	28	2.04		Initially submitted for employment land but the landowner is open to mixed use or entirely affordable. Lower density indicates mixed use.	Possibly suitable for Housing	0.3	5
Land at Lower Green House, Calton	call for sites	29	1.87		Full size of the site would not be appropriate given the size of Calton. Could work if limited to up to 10 dwellings in relation to housing need.	Possibly suitable for Housing	0.75	10
Beeley Barn Pottery, Beeley	call for sites	34	0.1		Potential for conversion of the existing buildings. Conversion will mean that there are a lower number of dwellings delivered	Possibly suitable for Housing	0.1	4
Bubnell Lane, Baslow	call for sites	35	0.18	Very High Sensitivity, The overall landscape sensitivity assessment for the potential site differs from the overall landscape sensitivity assessment for the relevant Settlement Edge Local	In the conservation area, due to the levels, likely only the eastern side of the site would developable.	Possibly suitable for housing but landscape implications.	0.1	3

				Landscape Character Area (High Sensitivity), because it is of higher value and has greater susceptibility to built development associated with the proposed use.				
Land at Chapel Hill, Beeley	call for sites	38	0.14		Tree at the front of site	Possibly suitable for Housing	0.05	1
Land South of Brookside, Beeley	call for sites	40	2.86		Southern Area of the site could accommodate development along the existing road	Possibly suitable for Housing	0.29	8
Land South of Dukes Drive, Ashford in the Water	call for sites	41	7.36	Very High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the landscape sensitivity assessment for this location (Very High Sensitivity) within the relevant Settlement Edge Local Landscape Character Area.	On the edge of indicative settlement edge. Not a preferred site.	Possibly suitable for Housing but smaller area due to landscape constraints.	1.03	10
Aniscroft Farm, Youlgrave	call for sites	53	0.8	High Sensitivity	Inside indicative settlement edge. Potential Enhancement Site for the existing farm buildings. Due to siting on the edge it is not considered appropriate for	Possibly suitable for Housing	0.52	7

					large development. Boundaries of the site have been excluded.		
Hannah Bowman Way, Youlgrave	call for sites	55	0.49	High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local Landscape Character Area (High Sensitivity).	In discussion.	Possibly suitable for Housing	0.49 14
Newholme Bakewell	pre-app	998	1.8		Brownfield. Deliverable within 5 years.	Suitable for Housing	1.36 42
Stoney Close		999	1.03		Approved permission. Deliverable within 5 years.	Suitable for Housing	1.03 42
Land of Recreation Road, Tideswell	Outstanding Permission	162	0.1		Approved permission. Deliverable within 5 years.	Suitable for Housing	0.09 2

Markovtiz, Tideswell	Outstanding Permission	163	0.94		Scheme approved. Deliverable within 5 years.	Suitable for Housing	0.95	25
31 Sherwood Road, Tideswell	call for sites	18	0.9712	Very High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the landscape sensitivity assessment for this location (Very High Sensitivity) within the relevant Settlement Edge Local Landscape Character Area.	Access issues, sensitive hillside.	Unsuitable for development	0	0
Land Adjacent to Brook Farm, Beeley	call for sites	37	0.07		Access concerns and undevelopable area.	Unsuitable for development	0	0
Land North of Brookside, Beeley	call for sites	39	0.16		Woodland	Unsuitable for development	0	0
Coldwell End, Youlgrave	call for sites	54	0.82	High Sensitivity, The overall landscape sensitivity assessment for the potential site is consistent with the overall landscape sensitivity assessment for the relevant Settlement Edge Local	Out of settlement	Unsuitable for development	0	0

				Landscape Character Area (High Sensitivity).			
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NB figures may contain rounding errors