



Residential Monitoring Report

1 April 2015 – 31 March
2016

June 2016

Residential Monitoring (2015 - 2016)

Summary

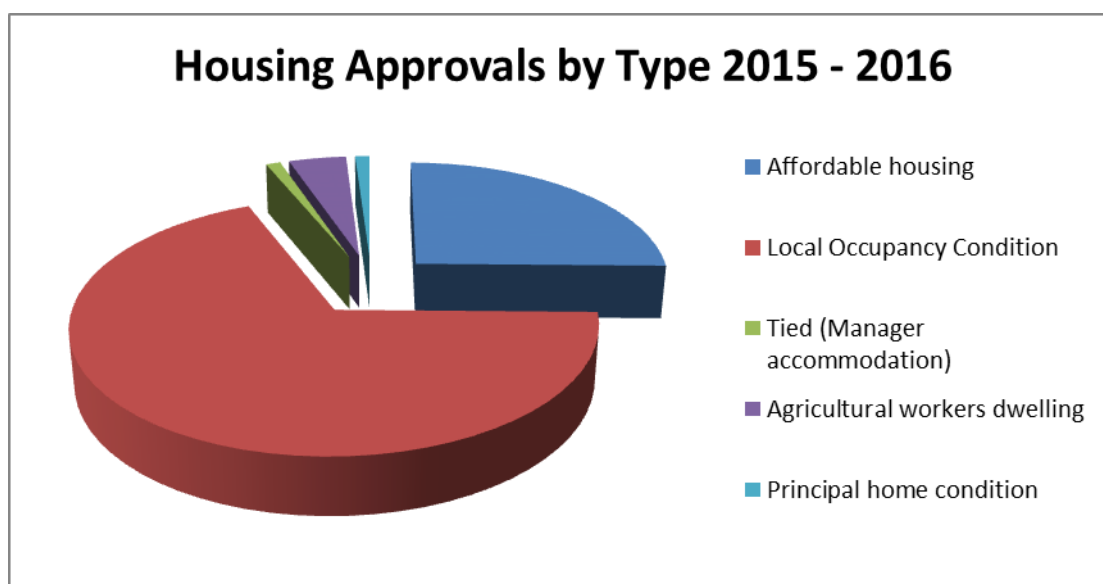
1. In October 2010 the Core Strategy for the Lake District National Park was adopted. This is the first element of the Local Plan for the LDNP; it is strategic in nature and sets out spatial planning policies and proposals for all types of development.
2. The Core Strategy is not required to facilitate a large quantity of development; its focus is on the management of the National Park in accordance with its statutory purposes and duty, and on meeting the needs of its communities. It states we will make provision for 900 dwellings between 2010 and 2025. This equates to 60 dwellings per annum.
3. A total of **95** units were granted planning approval between 1 April 2015 and 31 March 2016 for affordable housing and local need housing. This includes agricultural workers dwellings, live/work units, tied accommodation, as well as those properties which have a local occupancy restriction. A breakdown of which is presented in Table 1.
4. **24** were for local affordable housing which constitutes **25 per cent** of all (net) housing units permitted in the National Park in this period.
5. Information on dwellings built is currently collected on an annual basis through site visits, as close to the end of April of each year as possible. It is important to report completions as they indicate actual development on the ground and can provide an indicator on the health of the building industry. Housing Land Availability site surveys took place during the months of April and May 2016.
6. A total of **48** new dwelling units were completed between 1 April 2015 and 31 March 2016. All were for local and affordable needs housing. **34 (71 per cent)** of the new dwellings completed were on previously developed land.
7. In order to avoid double counting, where there is an earlier approved and still valid application for new dwelling units and a further application (e.g. a revised scheme) is approved, the application which is implemented will be included in the monitoring figures.
8. We do not include permissions for demolition and replacement, holiday lets and unfettered housing against our annual figures, but we do monitor them in order to follow trends, identify strategic issues and review policy if required.
9. The Regional Spatial Strategy for the North West was revoked in May 2013, and is no longer a material consideration in planning decisions.

Approvals data

Monitoring Period 01 April 2015 – 31 March 2016

Table 1 – Planning Approvals for new homes (including outline permissions)

Policy CS18	Dwelling Type	Number (net)
Local Affordable	Affordable housing	24
Local need	Local Occupancy Condition	65
	Tied (Manager accommodation)	1
	Agricultural workers dwelling	4
	Principal home condition	1
	TOTAL	95



10. Housing in the Lake District National Park must be developed in keeping with the scale and type that has been identified as appropriate on meeting identified local need and local affordable needs. **95** units for local need and local affordable need housing have been granted planning approval during the monitoring period.

Table 2 – Planning Approvals by District Area 2015 - 2016

District	Affordable Housing	Local Need Housing	Agricultural workers dwelling/ work-live/ Tied	Principal home condition
Allerdale	-	14	2	-
Eden	-	2	-	-
Copeland	-	4	-	-
South Lakeland	24	45	3	1
TOTAL	24	65	5	1

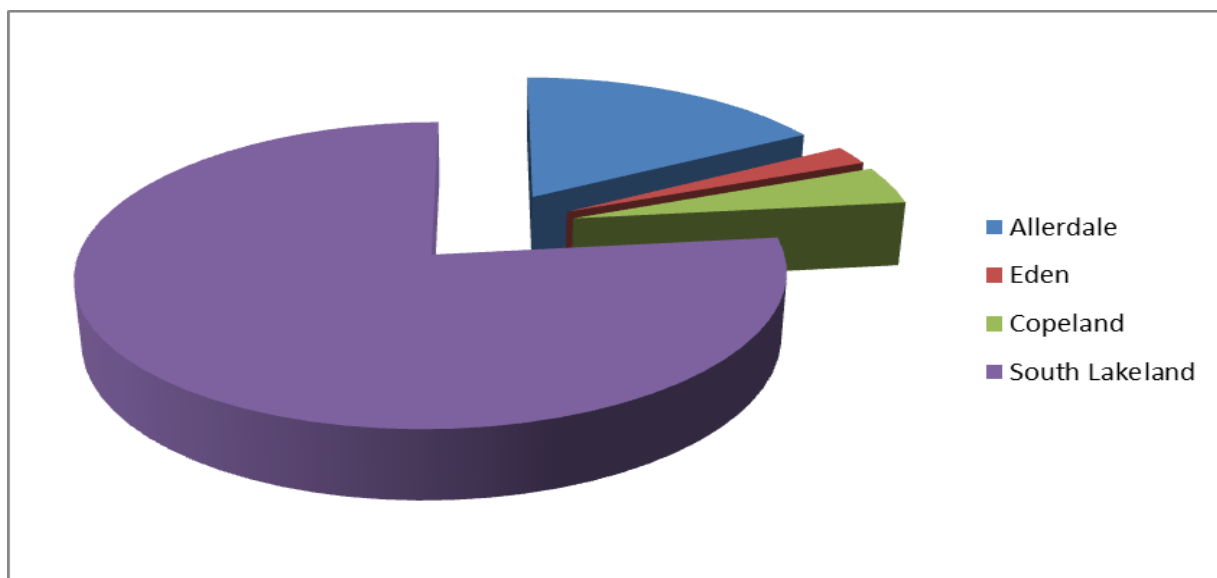


Table 3 – Planning Approvals by Parish

District	Parish	No. of units Granted Planning Permission		
		Affordable Housing	Local Occupancy	Agricultural workers dwelling/ Work-live / Tied
Allerdale	Above Derwent		1	
	Bassenthwaite		4	
	Bewaldeth & Snittlegarth			1
	Buttermere		1	
	Caldbeck			1
	Embleton and District		1	
	Keswick		2	
	St John's Castlerigg and Wythburn		2	
	Threlkeld		2	
Copeland	Bootle		2	
	Ennerdale & Kinniside		1	
	Muncaster		1	
Eden	Barton		1	
	Mungrisdale		1	
South Lakeland	Allithwaite Upper		2	
	Claife		2	
	Colton		1	
	Coniston	3	3	
	Crook		1	
	Crosthwaite and Lyth		1	
	Duddon		2	
	Haverthwaite		1	

	Hawkshead		1	
	Lakes	2	9	
	Staveley with Cartmel		1	
	Staveley with Ings		3	
	Torver	4	5	
	Underbarrow and Bradleyfield		3	
	Windermere	15	10	
	Witherslack, Meathop and Ulpha		1	
	Whitwell & Selside		1	
TOTAL		24	66	5

11. Policy CS02 sets out the settlement hierarchy and the proportions of development that will be directed to each tier in order to achieve vibrant and sustainable communities. It comprises: rural service centres (RSCs), villages, cluster communities and the open countryside. At least 50% of development will be facilitated in rural service centres, approximately 20% in villages and a maximum of 30% in cluster communities and the open countryside.
12. Based on planning approvals for local affordable housing and local need housing (including agricultural workers dwellings) approximately **52 per cent** is anticipated in rural service centres which accords with the objectives of Policy CS02. Approximately **7 per cent** is anticipated in villages and approximately **41 per cent** is proposed in cluster communities or the open Countryside. The distribution of the planning permissions is shown in Table 4.
13. Whilst this is a good indicator on how the policy is being implemented, a caveat is attached. Firstly, we monitor the effectiveness of the policy on completions data as not all planning approvals are implemented, and secondly, the data in Table 4 only relates to housing and when considering the effectiveness of the policy other use types such as employment use, need to be included to appreciate the wider picture.

Table 4 – Planning Approvals shown by Distinctive Area and Policy CS02.

Distinctive Area	Parish	RSC (%)	Village (%)	Cluster Communities & Open Countryside (%)
North	Above Derwent			1
	Bassenthwaite			4
	Bewaldeth & Snittlegarth			1
	Buttermere			1
	Caldbeck			1
	Embleton and District			2
	Keswick	2		1
	St Johns, Castlerigg and Wythburn			1
	Threlkeld		1	1
East	Barton		1	
	Mungrisdale			1
Copeland	Bootle	2		
	Ennerdale & Kinniside			1
	Muncaster		1	
Central and South East	Allithwaite Upper		1	1
	Crosthwaite & Lyth		1	
	Crook			1
	Lakes	8	1	
	Staveley with Cartmel			1
	Staveley with Ings	1		2
	Whitwell & Selside			2
	Windermere	27		
	Witherslack, Meathop & Ulpha		1	
	Underbarrow & Bradleyfield			3
	South	Claife		
Colton				1
Coniston		6		1
Duddon		2		
Haverthwaite		1		
Hawkshead				1
Torver				9
	Total	49	7	39

Affordable Housing Units

14. A total of **24** affordable units were granted planning permission between 1 April 2015 – 31 March 2016, which constitutes **25 per cent** of all local need and local affordable need housing approved in the National Park during that period. Whilst this number is significant, we aspire for the figure to be at least 50 per cent to reflect the Authority's priority to deliver more affordable housing as expressed in Core Strategy Policy CS18.

Table 5 – Planning approvals for affordable housing

Planning Reference	Location	No of Units	Decision notice issued
7/2015/5125	Land off Yewdale Road, Coniston	3	Approve with Conditions 22 October 2015
7/2014/5329	Storage land, Torver	4	Approve with Conditions 24 December 2015
7/2015/5191	The Discharged & Demobilised Sailors & Soldiers Club, North Terrace, Bowness on Windermere	15	Approve with Conditions 3 September 2015
7/2015/5477	Smallwood House Hotel, Compston Road, Ambleside	2	Approve with conditions 24 February 2016
TOTAL		24	

Previously Developed Land/Greenfield and housing densities

15. National policy guidance places an emphasis on using land sustainably which means giving priority to the re-use of previously developed land for housing before releasing further Greenfield sites. It also aims to avoid low density development which is wasteful of land and provide a mix of dwelling types, sizes and tenures which help to meet the needs of local people.
16. The Core Strategy does not establish a previously developed land target because we are aware there is an increasingly limited supply of previously developed land and buildings which are considered suitable for redevelopment. That said, Core Strategy policy CS11 does provide the policy steer to encourage the reuse of previously developed land and buildings before greenfield opportunities, and we give careful consideration to the character and appearance of the locality when assessing housing density in planning applications.
17. Of the **95** units granted planning permission in 2015-16, **57** units (**60** per cent) are on previously developed land, and **38** units (40 per cent) are on greenfield sites of which **four** are agricultural workers dwellings. Table 6 shows these percentages in more detail.

Table 6 – Previously Developed Land/Greenfield approvals

Year	New Build (net)				Conversions including subdivision (net)		Total		Total	%
	Greenfield	PDL	Total	%PDL	Greenfield	PDL	PDL	Greenfield	All sites	PDL
2015-2016	30	16	46	35%	8	41	57	38	95	60%

Agricultural Workers Dwellings

18. A total of **four** dwellings were granted planning permission as agricultural workers dwellings with an occupancy condition, during the same period. This constitutes approximately **4 per cent** of all housing permitted in the National Park.

Holiday lets

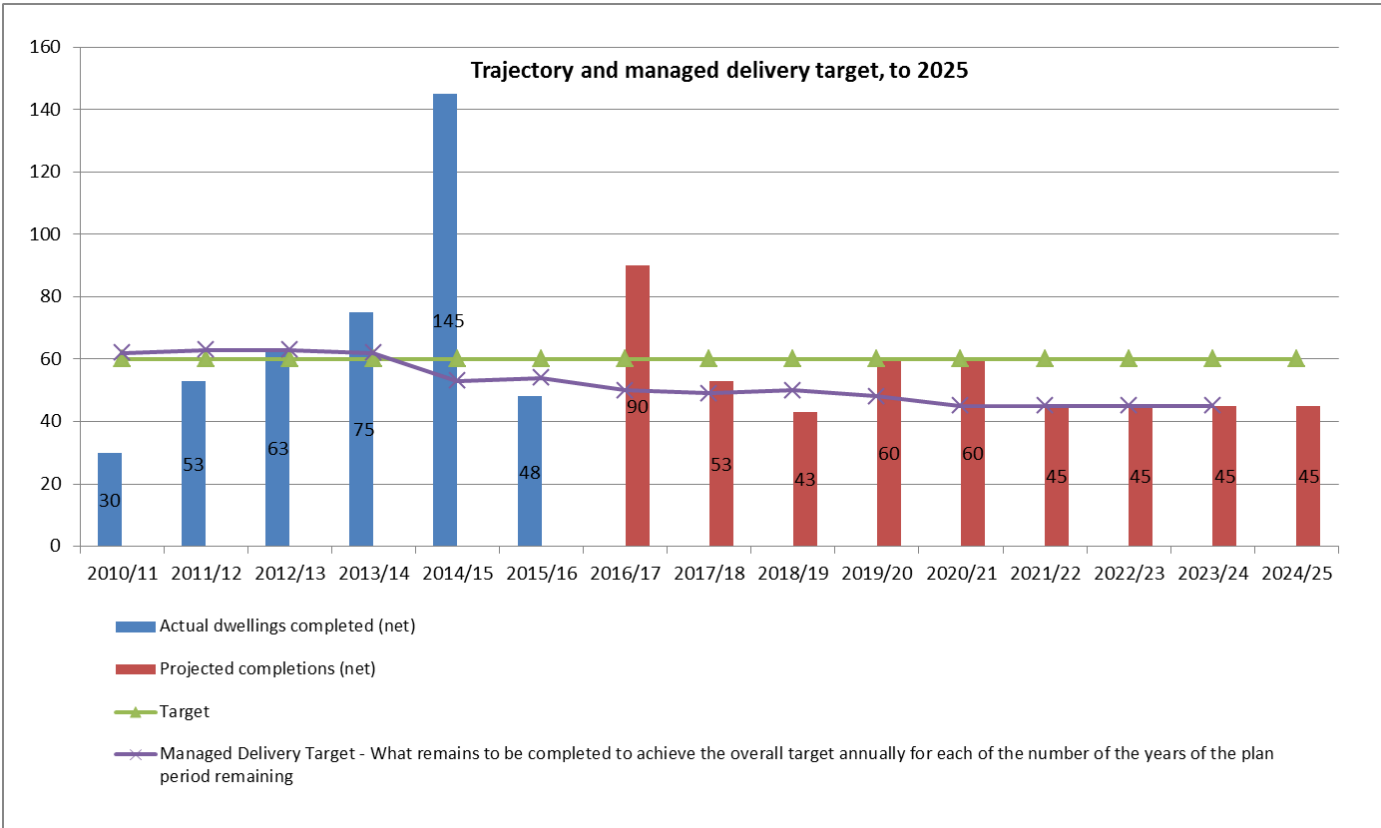
19. We granted permission for a total of **17** units to be used for holiday letting purposes, through either the change of use or conversion of redundant barns and previously used buildings. Just three of the planning applications specifically refer to farm diversification projects.

Completions data

Monitoring Period 01 April 2015 – 31 March 2016

- 20. Each year we monitor the number of houses completed in the National Park through our housing land availability survey. As housing often reflects the economic climate, completions data helps us to appreciate the economic vibrancy of the Park as well as highlighting the changes to the built environment. It also enables us to assess how effective our planning policies and associated mechanisms are in helping to deliver new housing.
- 21. For monitoring purposes, in line with current practice, data on additional homes is based on those properties which are built in the plan period. When planning approval is granted, a standard time condition of 3 years from the date on the Decision Notice is applied. Not all planning permissions are built for a variety of reasons and so completions data is recognised as being the most effective way of assessing whether housing targets will be met. (See Table 7)

Table 7 – Housing Trajectory



- 22. In normal monitoring circumstances, where there is an over-provision or a shortfall in any one year, this is added to the target for the following years.
- 23. Section 56 of the Town & Country Planning Act 1990 (“the Act”), states that development shall be treated as having begun when any material operation

comprised in the development begins to be carried out. A material operation means several things such as the digging of a trench to lay foundations or the laying of any underground main or pipe. A small but significant number of old permissions remain extant. These permissions have been approved using old planning policies which do not have the occupancy restrictions implemented today. We only monitor development which creates a separate dwelling unit for full time occupation. We do not monitor units used for holiday lettings, staff accommodation, granny flats, replacement dwellings or those permissions for Certificate of Lawful Existing Use or Development (CLEUD)

Table 8 - Completions data by District

District Area	Occupancy type		Units
Allerdale	Local Need	Local occupancy condition	17
	S106 - Local Affordable housing		6
	Agricultural workers dwelling		1
	Work/live		1
Allerdale total			25
Eden	Only or principal home		1
	Local Need	Local occupancy condition	1
Eden total			2
Copeland	Local Need	Local occupancy condition	3
Copeland total			3
South Lakeland	Local Need	Local occupancy condition	17
	Agricultural workers dwelling		1
South Lakeland total			18

24. Within the monitoring period **48** new dwelling units have been completed within the National Park.
- **0** were unfettered units of accommodation;
 - **6** units were for local occupancy, and
 - **42** units for affordable housing with a local occupancy condition

This makes a total of **100 per cent** for local and affordable needs housing. The units of unfettered accommodation do not have occupancy restrictions attached, so when they are sold, in theory they will be sold at full open market value to anyone who can afford them.

Table 9 – Completions data by Parish

Parish	Affordable	Local Occupancy (including Agricultural workers dwellings)	Principal Home condition	Total
Above Derwent		2		2
Blindcrake		1		1
Borrowdale		1		1
Buttermere		1		1
Caldbeck		3		3
Ireby & Uldale		1		1
Keswick	6	7		13
Loweswater		1		1
St Johns, Castlerigg and Wythburn		2		2
Martindale		1	1	2
Ennerdale & Kinniside		1		1
Ulpha		1		1
Whicham		1		1
Broughton West		2		2
Colton		1		1
Coniston		2		2
Crosthwaite and Lyth		2		2
Hawkshead		1		1
Hugill		1		1
Lakes		2		2
Nether Staveley		1		1
Over Staveley		1		1
Upper Allithwaite		1		1
Windermere		1		1
Witherslack		3		3
Total	6	41	1	48

25. Core Strategy Policy CS02 seeks to direct a specified percentage of development to rural service centres and villages reflecting our aim to facilitate development in locations where there is an identified need. In rural service centres we aim to facilitate 'At least 50%' of all development and in villages 'approximately 20%' of all development in these locations.
26. Table 10 presents figures on all new houses built and in the location. It shows that approximately **48 per cent** has been delivered in rural service centres, **12 per cent** in villages and **40 per cent** in cluster communities and the open countryside. These figures generally support the intention of Policy CS02 to focus new development in the larger settlements within the National Park, just falling short of the target of 50 per cent in rural service centres. Of the **19** houses built in cluster

communities and open countryside just two where for agricultural workers dwellings.

Table 10 - Completions data by Distinctive Area

Distinctive Area	Parish	RSC (%)	Village (%)	Cluster Communities and Open Countryside (%)
North	Above Derwent			2
	Blindcrake			1
	Borrowdale			1
	Buttermere			1
	Caldbeck	2		1
	Ireby & Uldale			1
	Keswick	13		
	Loweswater			1
	St Johns, Castlerigg and Wythburn		2	
East	Martindale			2
Copeland	Ennerdale & Kinniside			1
	Ulpha			1
	Whicham			1
Central and South East	Crosthwaite & Lyth		1	1
	Hugill			1
	Lakes	2		
	Nether Staveley	1		
	Over Staveley	1		
	Upper Allithwaite		1	
	Windermere	1		
	Witherslack		2	1
South	Broughton West	2		
	Colton			1
	Coniston	1		1
	Hawkshead			1
	Total	23	6	19

Affordable Housing Completions

28. Ensuring a supply of affordable housing is a key challenge in securing sustainable and vibrant communities. Local Planning Authorities are required to adopt a positive and pro-active approach which is informed by evidence, with clear targets for the delivery of affordable housing.

29. From April 2006 we have been using housing policies which are designed to ensure all new housing developments meet the identified housing need of the locality. This approach ensures new housing development will not be used to meet the demand for second homes/ holiday home and holiday lets. It removes the concept of demand led housing and replaces it with the notion of meeting housing need. This is informed primarily by the finite land supply which results in limited opportunities for new build housing and evidence to support a genuine need for affordable housing throughout the National Park.
30. The Housing Provision Supplementary Planning Document which supports Core Strategy Policy CS18, sets out the criteria we use to assess housing need. All new affordable housing is restricted to those who can demonstrate they have a need to live in the Locality and are in Affordable Housing Need. Affordable Housing Need is defined as:
- those who do not have available to them and could not afford to acquire or rent a home suitable to their needs at normal market prices or rents prevailing in the locality, **and**
 - Needs to move from accommodation which is shared, temporary, overcrowded or has significant hazards, as defined by the Housing Act 2004 (Housing Health and Safety Rating Systems), or
 - Needs to be housed as a result of leaving tied accommodation, or
 - Is an older person or disabled and need to move to more suitable accommodation due to medical conditions
31. 2015-2016 has proved to be a disappointing year for the delivery of affordable housing with just **6** new dwellings to meet local affordable need being delivered, with austerity measures introduced by the Coalition Government continuing to cause affordability to worsen. Increased deposit requirements and unwillingness by lenders to extend finance on properties with 'perpetuity requirements' outweighs any beneficial fall in prices. And Housing Associations, the main provider of affordable housing in the LDNP, are finding it increasing difficult to bring forward new schemes which utilise the reduced public subsidy. On the positive side, a large affordable housing site in Keswick is under construction and is likely to provide much needed affordable housing in that area next year.

Previously Developed Land (previously developed land and buildings)

32. Government guidance and policy seeks to maximise the re-use of previously-developed land and the conversion of non-residential buildings for housing, in order both to promote regeneration and minimise the amount of greenfield land being taken for development. It should be noted that the conversion of buildings previously used for agricultural purposes are currently classed as greenfield land. Land in built-up areas such as private residential gardens is also considered as greenfield land.

Table 11 – Greenfield/Brownfield completions

Year	New Build (net)				Conversions including subdivision (net)		Total		Total	%
	Greenfield	PDL	Total	%PDL	Greenfield	PDL	Greenfield	PDL	All sites	PDL
2015-2016	10	4	14	29%	4	30	14	34	48	71%

Density

33. The National Planning Policy Framework places a requirement on local planning authorities to set out their own approach to housing density to reflect local circumstances.
34. There is a compelling argument that because of the National Park designation, minimum densities very much come secondary to the importance of maintaining and reinforcing the distinctive settlement patterns and the traditional/historical built form, which are identified as being special qualities of the Lake District National Park. Combined with the nature of many sites in the National Park being of a small area and/or infill opportunities, the rigorous application of minimum density requirements can regularly become inappropriate. That said, we are committed to ensuring the effective use of land and whilst the target of achieving a minimum density of 30 dwellings per hectare is no longer derived directly from national guidance, we consider it a useful starting point in our assessment of planning applications.

Table 12 – Density of new dwellings based on completions

		No. of Dwellings	Percentage
Density of New Dwellings	Less than 30 dwellings per hectare	25	52%
	Between 30 and 50 dwellings per hectare	2	4%
	Above 50 dwellings per hectare	21	44%
Housing Completions 2015-2016		48	

Five-year Housing Land Supply (2010 – 2025)

35. Local Planning Authorities are required to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of five per cent to ensure choice and competition in the market for land.

Table 13 – Five Year Housing Land Supply

a	Housing requirement: 1 April 2010 – 31 March 2025 (15 years x 60)	900
b	Net completions: 1 April 2010 – 31 March 2016 (6 Years)	414
c	Residual Requirement	486
d	Annual Requirement (486/9 years)	54
e	5-year requirement	270
f	5-year requirement plus 5%	284 (57pa)
g	5-year Supply of Deliverable ¹ Sites (no of houses) <ul style="list-style-type: none"> • Sites with planning permission (31 March 2016) (less 10%) • Proposed Land Allocations 	667 (410) (257)
h	5-Year Land Supply Position at 1 April 2016 – (g/f)	11.8 years supply

¹ Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years.

36. The requirement takes account of net dwelling completions from April 2010 to March 2016, and divides the residual requirement by the remaining years in the plan period to 2025. Paragraph 47 of the National Planning Policy Framework requires a five per cent buffer to be applied if past performance indicates that the annual target to meet housing targets are being met. The five per cent buffer is appropriate and is provided for in Table 13. The deliverable sites are those which have planning permission and are currently under construction or not started. We have applied a ten per cent adjustment to those sites with planning permission to account for historical non implementation / non completion of planning permissions.
37. **Using our net projected completions, we anticipate 306 houses will be completed on the deliverable sites over the next five years based on our survey work and understanding of the market. This maintains a five year land supply.** These assumptions remain provisional and will be adjusted to take account of further information resulting from annual reviews and up to date information and trend data.

Conclusions / Recommendations

37. We are five and half years into using the Local Plan (Core Strategy – Local Plan Part One adopted October 2010) and it is clear from the planning approvals that it is providing an effective planning framework for approving local need and local affordable housing in the National Park. This task has been greatly assisted by the adoption of the Allocations of Land (Local Plan Part Two), with several sites now been developed and schemes completed.
38. We continue to have a healthy number of annual planning approvals. We currently have 249 new dwellings under constructions and a further 206 not yet started on site. Of the **95** dwellings granted planning approval this year, around a quarter are for local affordable housing. This is below the Authority's desired figure of 50 per cent and is reflective of the difficult economic climate the Registered Providers currently operate in. The Allocations of Land (Local Plan Part Two), adopted November 2013, and Policy CS18 Housing Provision, continue to provide a positive framework to maximise opportunities available to deliver more local affordable housing.
39. **48** new homes have been built, just **6** of which are specifically for local affordable housing, **2** agricultural workers dwellings, and the remaining **40** serving to meet a local need. As shown in Table 7, we are slightly short of our managed target per annum so the annual requirement remains at **54** dwellings for the monitoring year 2016 -2017.
40. As the country moves slowly towards economic recovery, it is hoped house building will continue to improve and fewer sites will stall due to financial viability issues. Yet it is import we also recognise the continued challenges providers of affordable housing face, and it is import we engage effectively with the Cumbria Local Enterprise Partnership and local lenders to maximise the financial opportunities which come our way.