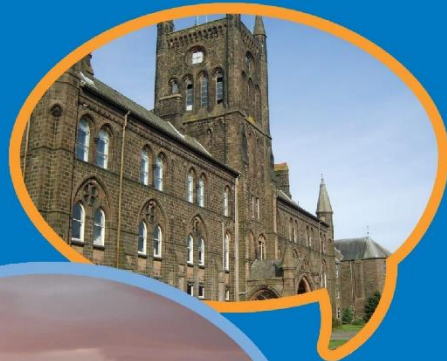




# A Local Plan for Lancaster District

## 2015 Housing Land Monitoring Report



2015

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## 1. Introduction

1.1 Lancaster City Council has prepared this Housing Land Monitoring Report (HLMR). The HLMR is a technical monitoring report which is prepared annually. The HLMR reports housing completions within the district for the period 1<sup>st</sup> April 2014 to the 31<sup>st</sup> March 2015 and new housing approvals over the same 12 month period. Affordable housing completions and permissions are also monitored.

1.2 Together with other evidence the HLMR informs the council when making decisions about the future management of housing land supply in the district and will be used by the council in making future decisions regarding the longer term allocation of sites through the Land Allocations process and the release of additional housing land when determining planning applications.



1.3 The HLMR provides a ‘snap shot’ of the housing commitment and completions position at the 1<sup>st</sup> April 2015, providing an account of:

- The number of dwellings which have been completed within the plan period,
- The number of dwellings with extant planning permission as of the 1<sup>st</sup> April 2015,
- The number of dwellings approved between the 1<sup>st</sup> April 2014 and the 31<sup>st</sup> March 2015,
- The number of residential institutions (C2 use class<sup>1</sup>) approved and completed between 1<sup>st</sup> April 2014 and 31<sup>st</sup> March 2015, and
- The number of affordable housing completions and affordable housing approvals between the 1<sup>st</sup> April 2014 and the 31<sup>st</sup> March 2015.

1.4 A separate ‘Housing Land Statement’ is being prepared to support the HLMR. The two documents should be read together, and in conjunction provide a succinct overview of housing land supply and delivery within the district.

1.5 Whilst neither this report nor the ‘Housing Land Statement’ are able to set out policy they are material considerations in the determination of planning applications for dwellings, for proposals which would result in the significant loss of dwellings (either through demolition or change of use) and for proposals which affect land which could be considered suitable for housing.

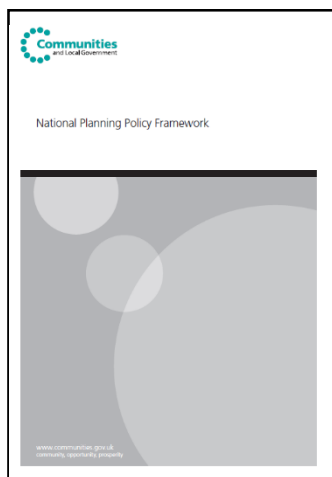
## 2. Planning Policy Background

2.1 Ensuring that housing is provided in appropriate locations is one of the major roles of the UK planning system. Local Authorities are required to plan for and identify a continuous supply of housing that is appropriate to the specific needs, characteristics and requirements of local communities.

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<sup>1</sup> C2 Use Class: Residential Institutions – For the provision of residential accommodation and care to people in need of care (other than in a use within class C3); A hospital or nursing homes; residential school, college or training centre.

2.2 Monitoring housing delivery is central to this. The National Planning Policy Framework (NPPF) (March, 2012) makes it clear that in planning for new homes local authorities must identify and update annually a supply of specific deliverable sites sufficient to provide five years of their housing requirement with an additional 5% buffer to ensure choice and competition in the market. The NPPF states that in locations where authorities have a persistent record of under delivery of housing the buffer should be increased to 20%.



National Planning Policy Framework (March, 2012)

- 2.3 When monitoring housing delivery local authorities are required to plan for a 15 year period, monitoring delivery in three five year components:
- Years 1-5: This is identified as an authorities five year supply and should include specific deliverable supply to meet the five year housing requirement plus an additional supply to meet the buffer required in the NPPF;
  - Years 6-10: Again this should include the identification of specific deliverable sites to meet the 5 year housing requirement, although it may include broad locations of growth where specific sites cannot be identified;
  - Years 11-15: This should include the identification of specific deliverable sites to meet the 5 year housing requirement, although it may include broad locations of growth where specific sites cannot be identified.
- 2.4 How a local authority intends to meet these requirements should be described in a housing trajectory, illustrating the expected rate of housing delivery through each of the five year components described above.
- 2.5 The housing requirement for the district is currently that described in the adopted Core Strategy. This was adopted by the council in 2008 and sets the strategic plans and policies for the district. The housing requirement contained in the Core Strategy aligns with that previously identified in the Regional Strategy and requires the district to plan for on average 400 new dwellings per annum.
- 2.6 Following the revocation of the Regional Strategy it is now Lancaster's responsibility to produce evidence to demonstrate what its objectively assessed housing needs are and, through its adopted policies and decisions, ensure those needs are met.

- 2.7 In view of this the Council commissioned external consultants Turley Associates to undertake a new independent housing requirement study, this included an update of the Council's Strategic Housing Market Assessment (SHMA).
- 2.8 The assessment used government statistics and forecasts, including the Census and Experian Forecasting, to estimate the number of houses required in the district up to 2031, updating the councils housing evidence base.
- 2.9 Based on this assessment it was suggested that the City Council should, in its future plans, identify a housing land requirement of at least 610 dwellings per annum (12,200 for the period 2011-2031).
- 2.10 Following publication of this report the Office for National Statistics released new population projections for the country. Whilst new population projections were anticipated the extent of revision to the previous data set was more than anticipated. Population projections are trend based and project forward past trends. The most recent population projections reflect a period of restrained growth reflecting the impact of recession whereas earlier projections reflect a more buoyant economy.
- 2.11 It should be noted that whilst population projections are of course an important source of secondary evidence informing the objectively assessed need calculations, the calculations are determined through reference to a number of information sources. Of particular significance to the calculations will be the recently published Department for Communities and Local Government Householder projections. This projects household growth in the district up to 2037.
- 2.12 In light of both sets of information, and importantly the council's revised employment and economic evidence base, the council has committed to refreshing its objectively assessed housing need figure. This work has now been commissioned with the results anticipated shortly. The conclusions of this work will be used to inform preparation of the Land Allocations Development Plan Document.

### Local Planning Policy

- 2.12 Following adoption of the NPPF the council has reviewed the requirements and need for the Core Strategy and has concluded that the key themes, objectives and policy approach contained within the Core Strategy would be better placed within a new Local Plan for the district via a series of more detailed Development Plan Documents (DPDs):
- The Development Management DPD
  - Land Allocations DPD
  - Morecambe Area Action Plan
  - Arnside and Silverdale AONB
  - Gypsy and Traveller Accommodation DPD
- 2.13 Upon adoption of all five documents, the Core Strategy will be withdrawn as a material planning consideration with the Local Plan for the district forming the Development Plan for the area.
- 2.14 It is the role of the Land Allocations document to ensure that a sufficient supply of deliverable housing sites exist to meet the longer term development needs of the district
- 2.15 The council has already undertaken substantial work on this document. The most recent consultation on this was through the 'Meeting Future Housing Needs' document which was

consulted on between June and July 2014. This sought to investigate where additional land could be provided to deliver an additional 5,000 new homes in the district. The consultation took place to address the gap between sites identified in the council's Strategic Housing Land Availability Assessment (SHLAA) and new evidence on future housing need in the district as described in the October 2013 Housing Requirements Study (Turley Associates).

2.16 As identified above new population and householder projections for the district have been published. In light of this information the council has re-commissioned Turley Associates to refresh its objectively assessed housing needs work. This review will also take account of the council's new local employment evidence base and will provide a new housing need figure for the district.

2.17 The council is also in the process of preparing an updated SHLAA for the district. This is likely to identify further opportunities for additional housing in the district.

2.18 The implications of this reviewed evidence base will need to be considered by the council as it looks to progress preparation of the Land Allocations DPD.

2.19 Together with the SHLAA the HLMR and forthcoming 'Housing Land Supply Statement' form key components of the Land Allocations evidence base and will be used by the council to determine how best to meet the future development needs of the district.

### 3. Housing Monitoring Report 2015

3.1 The HLMR reflects the situation as of the 1<sup>st</sup> April 2015. The report and accompanying tables provide:

- A record of how much land and conversion opportunities are available for housing as of the 1 April 2015. Houses under construction (not yet complete) at the 1 April 2015 are deemed to contribute to the total supply of land available for housing;
- An account of how many new homes were built between the 1 April 2014 and the 31 March 2015;
- An account of how many houses were built on greenfield and previously developed land in the period 1 April 2014 to the 31 March 2015;
- A record of how many affordable houses were completed between the 1 April 2014 and the 31 March 2015;
- An account of new affordable houses approved between the 1 April 2014 and the 31 March 2015;
- The number of student beds and other residential institutions approved between 1 April 2014 and 31 March 2015;
- A record of how much land and conversion opportunities are available for student beds and other residential institutions as of the 1 April 2015.

3.2 The housing land monitoring report is maintained purely for the purpose of managing a housing land supply. The data is maintained on a separate spreadsheet from the council's Development Management applications database. To ensure that monitoring process is fit for purpose great care is taken compiling the data, however it cannot represent a precise account of individual residential site planning history.



## 4. Summary of Housing Land Supply Position as of 1<sup>st</sup> April 2015

4.1 In line with the Core Strategy plan period housing completions since 2003/04 are reported below.

Financial Year	Core Strategy Housing Requirement	Dwelling Completions (of which are student and other residential institution units)	Actual over/under completions
2003/04	400	556	156
2004/05	400	348	-52
2005/06	400	253	-147
2006/07	400	182	-218
2007/08	400	350	-50
2008/09	400	330	-70
2009/10	400	121	-279
2010/11	400	79	-321
2011/12	400	99	-301
2012/13	400	243 (68)	-157
2013/14	400	144 (3)	-256
2014/15	400	473 (48)	73
<b>Running Total</b>	<b>4,800</b>	<b>3,178</b>	<b>-1,622</b>

4.2 Housing completions have increased over the last 12 month period, exceeding for the first time in 11 years the Core Strategy housing requirement of 400 new houses per annum. The completion of 473 new dwellings between the 1<sup>st</sup> April 2014 and the 31<sup>st</sup> March 2015 represents a significant increase in completions within the district, confirming an increased confidence in the local housing market and importantly the implementation and build out of a number of historic planning applications in the district.

4.3 Prior to this period completions, as a result of both the council's policy of housing constraint through the earlier part of the last decade and then more recently the recession of 2008, had consistently fallen below the 400 per annum housing requirement. In 2010/11 just 79 dwellings were completed.



4.4 Whilst the continued build out of the Mossgate site in Heysham is responsible for a number of completions it is the commencement of a number of large development sites across the district that has resulted in the increase in housing completions in the district. This includes completions at Lancaster Moor Hospital and Luneside West in Lancaster as well as completions at Moor Platt in Caton, Albion Mills and Brindle Close in Lancaster and Willey Lane in Cockerham.



4.5 Throughout the monitoring period the council has also continued to receive and approve planning applications for new housing with **349** new dwellings granted approval between the 1<sup>st</sup> April 2014 and 31<sup>st</sup> March 2015.

4.6 Accounting for completed development and lapsed planning permissions; as of the 1<sup>st</sup> April 2015 the outstanding commitment for the district stood at **2,615** dwellings.

## 5. Housing Completions 2013/14 – 2014/15

5.1 As in previous years the geographical distribution of dwelling completions is reported (table 1).

**Table 1** – Geographical distribution of new housing completions, 1<sup>st</sup> April 2014-31<sup>st</sup> March 2015

Sub-area	Large sites – dwellings completed	Small sites – dwellings completed	Total dwellings completed	% distribution
Lancaster	187	49	236	50%
Morecambe and Heysham	161	20	181	38%
Carnforth	0	0	0	0%
Rural	29	27	56	12%
<b>Total</b>	<b>377</b>	<b>96</b>	<b>473</b>	<b>100%</b>

5.2 Completions remain concentrated within the main urban areas of Lancaster, Morecambe and Heysham with 88% of new completions located in these sub-areas. Commencement of development at Lancaster Moor Hospital and Luneside West together with the continued build out of the Mossgate development in Heysham are responsible for the majority of new development in these sub-areas.

5.3 As in previous years there have been no new completions in the Carnforth sub-area.

5.4 Performance against previously developed land targets has fallen over the last financial year with just 58% of completions over the last 12 months taking place on previously developed land. This compares to 71% for the previous financial year. The continued build out of the greenfield site at Mossgate in Heysham is responsible for the majority of completions on greenfield land. Completions on the greenfield element of the Lancaster Moor Hospital site and at Willey Lane in Cockerham are also responsible for increased completions on greenfield land.



5.5 It is anticipated that this figure will improve in future monitoring reports with a number of large brownfield sites in the district now under construction and contributing to dwelling completions.



**Table 2** – Completions on previously developed land, 1<sup>st</sup> April 2014 – 31<sup>st</sup> March 2015

Sub-area	Previously Developed Land (PDL)	Greenfield	PDL as a % of completions
Lancaster	173	63	73%
Morecambe and Heysham	68	113	37%
Carnforth	0	0	0%
Rural	34	22	61%
<b>Total</b>	<b>275</b>	<b>200</b>	<b>58%</b>



## 6. Housing Commitment as of 1<sup>st</sup> April 2015

- 6.1 The housing commitment in Lancaster district as of the 1<sup>st</sup> April 2015 is **2,615** dwellings. 10 of these were approved via the new prior approval route. Under this route approval to residential development is, under a limited number of circumstances, classed as permitted development.
- 6.2 Despite benefiting from a large level of commitment it does not follow that all these sites will be delivered or that they will be delivered at a sufficient rate to ensure that the quantum of development required will be met. The deliverability of sites is currently being reviewed as part a revised SHLAA.
- 6.3 As in previous years the housing commitment by dwelling type is also monitored. This is shown in table 3 below. The table reports that 65% of the commitment in the district is currently for detached, semi-detached and terraced properties. The remaining 35% of the commitment is for apartment accommodation.

**Table 3** – Housing commitment by dwelling type as of the 1<sup>st</sup> April 2015

Sub-area	Detached	Semi-detached	Terraced	Apartments
Lancaster	5%	11%	15%	18%
Morecambe and Heysham	2%	2%	1%	5%
Carnforth	2%	0%	3%	3%
Rural	11%	10%	4%	9%
<b>Total</b>	<b>20%</b>	<b>23%</b>	<b>22%</b>	<b>35%</b>

6.4 The geographical distribution of approvals is also monitored. This is reported for the total commitment in the district as of the 1<sup>st</sup> April 2015 and for new approvals granted permission between 1<sup>st</sup> April 2014 and the 31<sup>st</sup> March 2015.

6.5 Table 4 below shows the distribution of all schemes with planning approval as of the 1<sup>st</sup> April 2015. The table shows that the majority of the commitment is located in Lancaster with 44% of approvals located there. The approval of the Pontins development in Middleton is responsible for the large number of approvals in the rural sub-area. Just 12% of the overall commitment is located in the Morecambe and Heysham sub-area. The removal of the lapsed 218 dwelling approval at the Former Frontier site in Morecambe is responsible for the reduction in approvals within this sub-area.

**Table 4** – Geographical distribution of housing commitment as of the 1<sup>st</sup> April 2015

Sub-area	Large sites with planning permission	Small sites with planning permission	Total excluding large sites awaiting Section 106 Agreements	Large sites awaiting Section 106 Agreements	Total (including large sites awaiting S106 Agreements)	% Distribution (including large sites awaiting S106 Agreements)
Lancaster	1,072	68	1,140	0	1,140	44%
Morecambe and Heysham	193	121	314	0	314	12%
Carnforth	200	8	208	0	208	8%
Rural	809	144	953	0	953	36%
<b>Total</b>	<b>2,274</b>	<b>341</b>	<b>2,615</b>	<b>0</b>	<b>2,615</b>	<b>100%</b>

6.6 Table 4 continues to confirm the low level of commitment approved in the Carnforth sub-area with just 8% of approved dwellings located there.

6.7 The distribution of new commitment approved over the last 12 month monitoring period April 2014 to the 31<sup>st</sup> March 2015 is reported below in table 5.

**Table 5** – New housing commitment, 1<sup>st</sup> April 2014 – 31<sup>st</sup> March 2015

Sub-area	Large sites with planning permission approved between 1 <sup>st</sup> April 2014 – 31 <sup>st</sup> March 2015	Small sites with planning permission approved between 1 <sup>st</sup> April 2014 – 31 <sup>st</sup> March 2015	Total	% distribution
Lancaster	77	39	116	34%
Morecambe and Heysham	69	19	88	25%
Carnforth	0	7	7	2%
Rural	68	70	138	39%
<b>Total</b>	<b>214</b>	<b>135</b>	<b>349</b>	<b>100%</b>

- 6.8 The greatest number of approvals occurred in the rural sub-area with 138, 39%, of new commitment located in this sub-area. The approval of 37 dwellings on appeal at Coastal Road in Bolton-le-Sands, 31 at Sycamore Road in Brookhouse and 21 dwellings at Millhead are responsible for a large number of the new approvals in this sub-area.
- 6.9 The amount of commitment on previously developed land is also recorded within this HLMR. This shows that the district continues to perform well against previously developed land targets with 88% of the total commitment in the district approved on previously developed land. The approval at Mossgate site in Heysham is responsible for the larger level of greenfield development in this sub-area.

**Table 6** – Previously Developed Land Commitment as of 1<sup>st</sup> April 2015

Sub-area	Previously Developed Land	Greenfield	Total	PDL as a % of commitment
Lancaster	1,094	46	1,140	96%
Morecambe and Heysham	192	122	314	61%
Carnforth	201	7	208	97%
Rural	803	150	953	84%
<b>Total</b>	<b>2,290</b>	<b>325</b>	<b>2,615</b>	<b>88%</b>

6.10 Table 7 reports on the location of new approvals in relation to previously developed land and greenfield land. This reports a reduction in previously developed land performance with 37% of approvals over the last 12 months located on previously developed land, this compares to 81% last year.

6.11 The development of garden land for housing development is also monitored. Over the last 12 months 5 new dwellings were granted approval on what is regarded to be garden land. These are reported as part of the greenfield land commitment within the district.

**Table 7** – New approvals recorded on previously developed land, 1<sup>st</sup> April 2014-31<sup>st</sup> March 2015

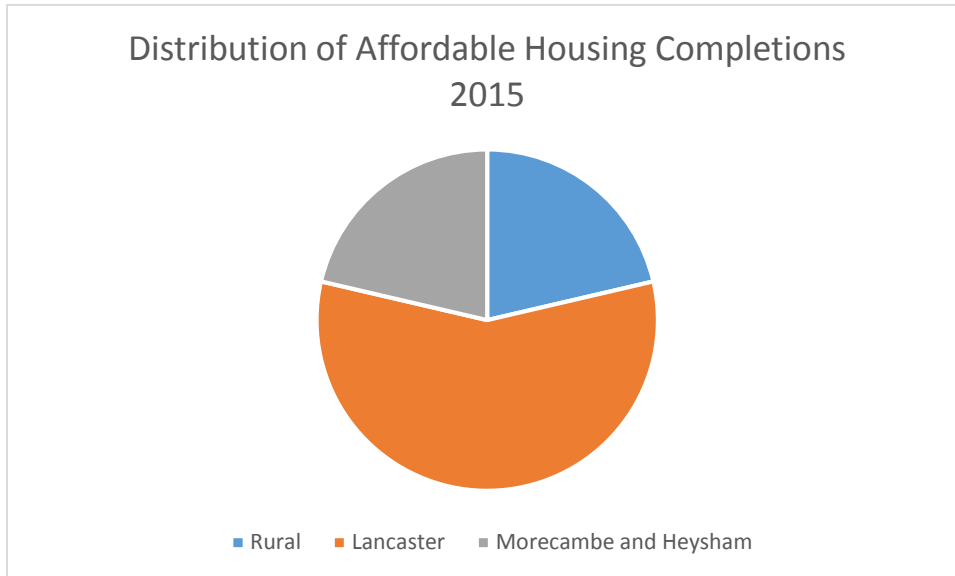
Sub-area	Previously Developed Land	Greenfield	Total	PDL as a % of commitment
Lancaster	94	22	116	81%
Morecambe and Heysham	19	69	88	22%
Carnforth	7	0	7	100%
Rural	8	130	138	5%
<b>Total</b>	<b>128</b>	<b>221</b>	<b>349</b>	<b>37%</b>

## 7. Affordable Housing Delivery

### Affordable housing completions

7.1 102 of the 473 housing completions recorded over the last 12 month period were for affordable housing. This includes affordable housing completions at Mossgate in Heysham as well as the

completion of 100% affordable housing schemes at Brindle Close in Lancaster, Wiley Lane in Cockerham and Long Mash Lane in Lancaster.



7.2 Development at Long Marsh Lane, Albion Mills and Brindle Close in Lancaster were responsible for the large level of affordable completions in this sub-area. No affordable completions were recorded in Carnforth.

### Affordable housing commitment

7.3 121 affordable dwellings were granted approval between the 1<sup>st</sup> April 2014 and 31<sup>st</sup> March 2015, 35% of overall approvals. In addition to this affordable contributions were also approved on a further three schemes, the exact nature of these schemes is still to be negotiated. 100% affordable housing schemes were approved at Wheatfield Street in Lancaster and Brindle Close in Lancaster.

## 8. Residential Institutions

8.1 The National Planning Practice Guidance (NPPG) expands on the planning principles established in the National Planning Policy Framework (NPPF), providing additional guidance and information on the implementation of national planning policy. Importantly the NPPG includes advice on the treatment of student housing and housing for the elderly within an areas overall housing land supply.

8.2 Paragraph 037 of the NPPG states that in relation to older people accommodation local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. A similar position is established under paragraph 038 of the NPPG in relation to student accommodation.

8.3 The council has reported student and residential institution completions and commitment as part of its housing land supply position since 2012/13. Data prior to this date is not included. Residential institutions includes residential accommodation provided to care for people in need and includes nursing home accommodation.

### Student housing completions 2014/15

8.4 No student completions were recorded in the 2014/15 monitoring period.

### Student housing approvals

8.5 Over the last 12 month period permission was granted for 144 student bedrooms. This commitment is spread across 6 sites and amounts to an equivalent of around 51 units. All new approvals were in Lancaster. The largest approval during this monitoring period was for 70 new student bedrooms at Squires Snooker Club in Lancaster.

#### C2 (Residential Institution) completions

8.6 48 assisted living units were completed in the district over the last 12 month period. All 48 units were completed at the Elms Hotel in Morecambe which saw the demolition of the existing building and the construction of a new single building. As advised these units have been included within the council's overall housing completions data for the district.

#### C2 (Residential Institution) approvals

8.7 Over the last 12 month period the council has approved one 9 supported living bedroom scheme at Morecambe, equivalent to 3 self-contained units.

## 9. Conclusion

9.1 The 2015 HLMR reports on housing completions and housing commitment in the district as of the 1<sup>st</sup> April 2015. Information on future housing land supply delivery is reported separately in an accompanying 'Housing Land Supply Statement'. These two documents should be read together, and in conjunction provide a succinct overview of housing land supply and delivery within the district.

For further information on individual housing sites and other housing monitoring issues in Lancaster district please contact:

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