



**EXMOOR**  
NATIONAL PARK



# Exmoor National Park Housing Land Availability Report 2006 - 2007





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## **1 Introduction**

- 1.1 The Housing Land Availability Survey is carried out during April each year; and relates to the construction or creation of housing (or dwelling units) during the previous financial year within the National Park. Its purpose is to ascertain the unit status of extant permissions (for full planning permission and reserved matters).
- 1.2 It is intended that this report is provided for members as an annual update. Key information provided by this report is required for national and regional monitoring purposes. Data is also essential for monitoring indicators for the local plan housing policies within the Annual Monitoring Report.

### **Methodology**

- 1.3 Each dwelling unit is surveyed and the unit status is recorded as one of: 'not started', 'under construction' or 'complete'. In some cases the permission may have expired or have been superseded by a subsequent planning application, this will also be recorded.
- 1.4 All information pertaining to Housing Land Availability is contained within a Residential Permissions database which is regularly updated with new permissions for both dwellings and holiday let accommodation. For the purpose of this report, only dwellings are surveyed. Holiday let accommodation is monitored because housing Policy H10 enables holiday occupancy conditions to be replaced by local occupancy conditions (where the criteria of the policy can be met); therefore it is useful to keep a record of those holiday lets which have been approved.
- 1.5 This report is structured to show the number of dwelling completions, followed by those under construction and not started. These statistics are set out in a table format parish by parish for the West Somerset and North Devon areas of the National Park. These tables are followed by a short analysis of the key characteristics of each table.
- 1.6 Dwellings are subdivided into a number of categories depending on whether they are: a change of use, conversion or new build; and furthermore, whether they are private ownership or Residential Social Landlord (RSL) properties. There are further categories relating to local needs affordable housing, previously developed land (PDL), the number of bedrooms and location of development. These categories help to give a clear picture of the types of housing development within the National Park.
- 1.7 Many of the dwellings recorded in April this year are open market, as the Local Plan policies regarding local needs affordable housing have only been adopted for just over 2 years. Applications for open market housing (before the adoption of the Exmoor National Park Local Plan



2001-2011 on 1<sup>st</sup> March 2005) which are still extant may remain so for a number of years, once construction is underway.

1.8 A dwelling unit must be able to be lived in as a self-contained unit of accommodation, and therefore include basic facilities such as a kitchen, bathroom and toilet within the living accommodation. Units, ancillary to a main dwelling as a self-contained annexe for a family member for example, or provide staff accommodation to a business are therefore not included.

1.9 The Department for Communities and Local Government has interpreted the census definition of a dwelling as:

*"A dwelling is a self-contained unit of accommodation. Self-containment is where all the rooms (in particular the basic facilities i.e. kitchen, bathroom and toilet) are behind a door that only the household can use. A dwelling can therefore be a single household or a number of households which share at least one of the basic facilities but do not share living accommodation."*<sup>1</sup>

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<sup>1</sup> DCLG: Definition of General Housing Terms - <http://communities.gov.uk/index.asp?id=1155990>

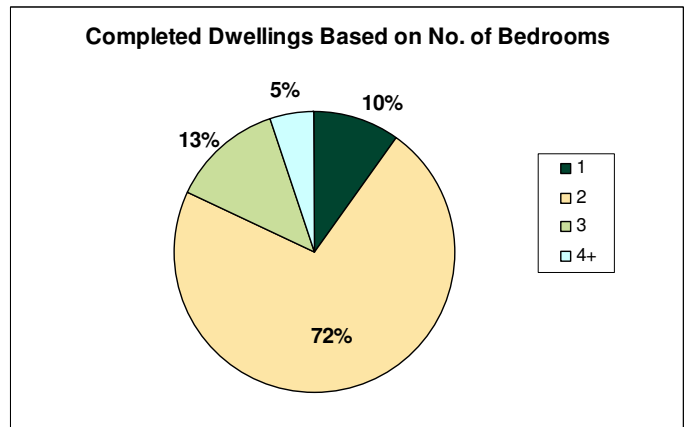
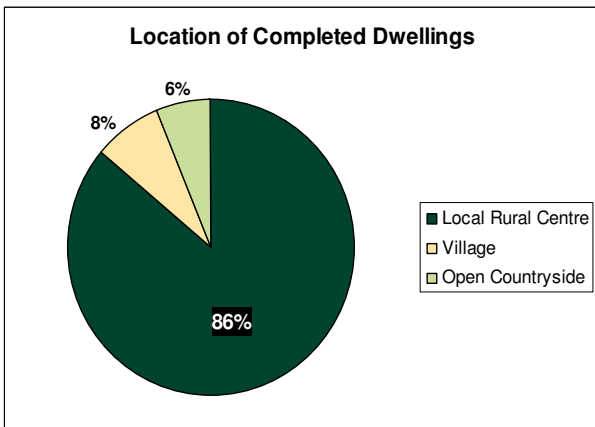
## 2 Completions

Housing Land Availability Survey 2006-2007 - COMPLETIONS																	
Parish	Change of Use		Conversions Gains		Conversion Losses		New Build		CLEUD	LAH	Units on PDL	No. of Beds.				Site	Area (ha)
	P.S.	R.S.L.	P.S.	R.S.L.	P.S.	R.S.L.	P.S.	R.S.L.				1	2	3	4+		
Dunster			1								1	1				V	0.0047
Exford							1				1			1		V	0.1052
Simonsbath			1								0	1				V	0.1737
Old Cleeve							1				0				1	V	0.0995
Porlock	2		9		1		1		1		11	2	9	1	1	LRC	2.0402
Brompton Regis			3		1		1			1	3	1	2	1		OC	0.3505
Dulverton								2		2	2		2			LRC	0.1037
Lynnton & Lynmouth	2	1	4				32	4		5	42	2	35	5	1	LRC/V	0.9778
Parracombe							1				0			1		OC	0.2480
<b>TOTAL</b>	<b>4</b>	<b>1</b>	<b>18</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>37</b>	<b>6</b>	<b>1</b>	<b>8</b>	<b>60</b>	<b>7</b>	<b>48</b>	<b>9</b>	<b>3</b>		<b>4.10</b>

KEY	
P.S.	Private Sector
R.S.L.	Registered Social Landlord
CLEUD	Certificate of Lawfulness for an Existing Use or Development
LAH	Local Affordable Housing
PDL	Previously Developed Land (Brownfield Sites)
LRC	Local Rural Centre
V	Village
OC	Open Countryside

Category	No.
Net Conversions	16
Change of Use	5
New Build	43
CLEUD	1
<b>Total No.</b>	<b>65</b>

Category	No. Units	%
Local Needs Affordable Housing	8	12%
Development on Brownfield Land	60	92%
Overall Dwelling Density	16 dwellings per hectare	



### 3 Under Construction

Housing Land Availability Survey - UNDER CONSTRUCTION															
Parish	Change of Use		Conversions		New Build		CLEUD	LAH	PDL	No. of Beds.				Site	Area (ha)
	P.S.	R.S.L.	P.S.	R.S.L.	P.S.	R.S.L.				1	2	3	4+		
Exford					1				0				1	OC	0.1157
Simonsbath			1						1				1	OC	0.1964
Luxborough			1						0		1			OC	0.0042
Old Cleeve					3				0			1	2	V	0.2047
Porlock					5				0			1	4	LRC	0.6707
Brompton Regis					1				0				1	OC	0.2098
Winsford					3				1			1	2	V	0.3718
Cutcombe					2			2	0		2			V	0.2332
Dulverton						6		6	6	2	3	1		LRC	0.1239
Brendon & Countisbury					1				1			1		OC	0.1319
Lynton & Lynmouth			13		2			3	14		14	1		LRC/1OC/1V	0.1510
Martinhoe			2						2		2			OC	0.3040
North Molton					1				1				1	OC	0.0748
<b>Total</b>	<b>0</b>	<b>0</b>	<b>17</b>	<b>0</b>	<b>9</b>	<b>6</b>	<b>0</b>	<b>11</b>	<b>26</b>	<b>2</b>	<b>22</b>	<b>6</b>	<b>12</b>	<b>-</b>	<b>2.79</b>

Indicator	%
Total No. of Dwelling Units under construction	42%
% constructed on Previously Developed Land	62%
% under construction- Local Affordable	26%

Settlement/Site	%
Local Rural Centre	57%
Village	21.5%
Open Countryside	21.5%

Bedrooms	%
1	5%
2	52%
3	14%
4 +	29%



## 4 Not Started

Housing Land Availability Survey - NOT STARTED															
Parish	Change of Use		Conversions		New Build		CLEUD	LAH	PDL	No. of Beds.				Site	Area
	P.S.	R.S.L.	P.S.	R.S.L.	P.S.	R.S.L.				1	2	3	4+		
Porlock			3						3	3				LRC	0.0150
Brompton Regis			1						0			1		OC	0.0110
Timberscombe					1				1			1		OC	0.1373
Wootton Courtenay					1				1			1		V	0.0111
Dulverton			2		1			2	3	2		1		LRC/1OC	0.1651
Challacombe			1		1				1	1		1		V	0.1341
Lynnton & Lynmouth	1		4		10				10	1	12		2	LRC	2.1744
<b>Total</b>	<b>1</b>	<b>0</b>	<b>11</b>	<b>0</b>	<b>14</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>19</b>	<b>7</b>	<b>12</b>	<b>5</b>	<b>2</b>	<b>-</b>	<b>2.65</b>

Indicator	%
Total No. of Dwelling Units not started	26
% constructed on Previously Developed Land	73%
% not started - Local Affordable Housing	8%

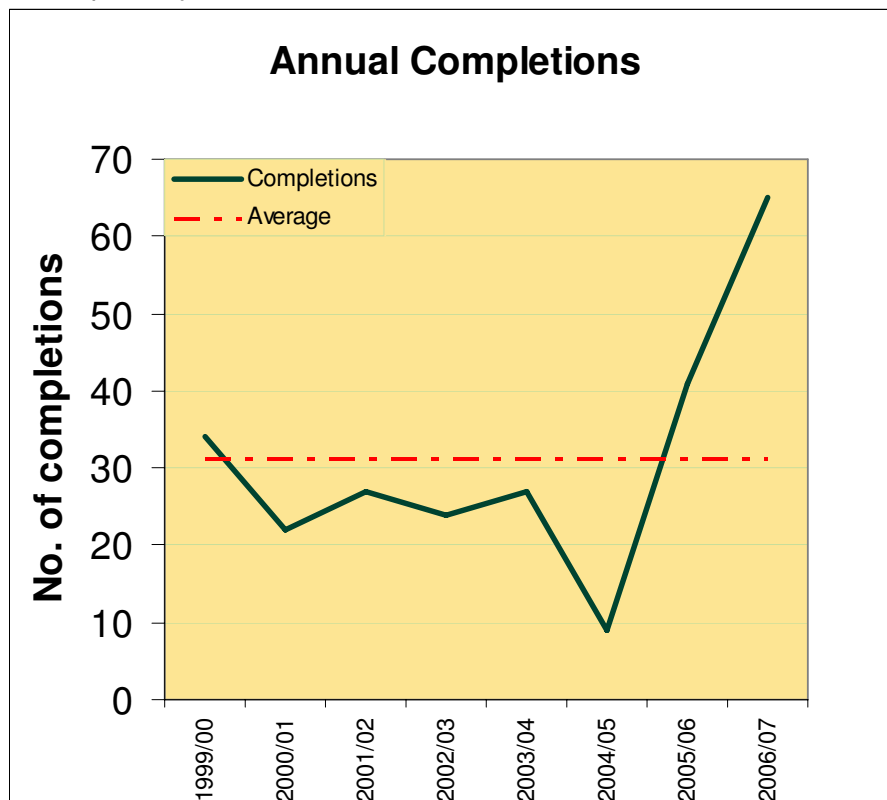
Settlement/Site	%
Local Rural Centre	77%
Village	11.5%
Open Countryside	11.5%

Bedrooms	%
1	27%
2	46%
3	19%
4 +	8%

## 5 Key Findings

### 5.1 Housing Completions

- 5.1.1 Within 2006/07 there have been 65 dwelling units recorded as 'completed'. This figure is relatively high compared to the completion figures for previous years - this is shown on the graph below. The average figure for completions is approximately 31 dwellings per year for the past 8 years.



#### 5.1.2 Castle Heights:

The main reason this year's completion rate has exceeded previous years, is due to the recording of the Castle Heights development in Lynton as complete. This housing development of 33 units is one of the largest within recent years in Exmoor National Park, and is the culmination of a long history over the past 30 years involving numerous planning applications and proposals for the site incorporating the Royal Castle Hotel on Castle Hill.

The development comprised of two separate applications; the first for 23 units on the brownfield site adjacent to the Royal Castle Hotel. Given that this was a major development proposal for a significant development of open market housing contrary to the housing policies in the Structure and previous Local Plan, it was necessary to advertise the proposal as a departure and to notify the Secretary of State as a significant departure.

The second application (and an additional application for listed building consent) created 10 further units through the conversion and extension of the existing Royal Castle Hotel – a grade II listed building which had been previously damaged by fire.



Castle Heights, Castle Hill, Lynton

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## **5.2 Housing Land Availability**

- 5.2.1 At the end of 2006/07 there were 42 dwelling units under construction, and a further 26 units which have not yet made a technical start. There are in total 68 units to be completed, many of which are open market properties permitted before the adoption of the adopted local plan.
- 5.2.2 Once planning permission has been approved, a development must be started before the expiration of three years. When a technical start has been made and has been logged by a building inspector the development is then recorded as ‘under construction’ – there is, no time limit to complete the development once construction is underway.
- 5.2.3 A small percentage of dwelling units have been ‘under construction’ for a number of years, but for the most part dwellings are completed within a reasonable time limit.

## **5.3 Local Needs Affordable Housing**

- 5.3.1 Housing policies within the Adopted Local Plan provide that all new build housing (except for some conversions within the Local Rural Centres) in the National Park meets the local needs of people living and working in the area for affordable housing.
- 5.3.2 During 2006/07, 8 units of local needs affordable housing have been completed – five in Lynton, two in Dulverton and one in Brompton Regis parish. All occupants must meet the tests set out in Policy H2 of the Local Plan.

- 5.3.3 At 31<sup>st</sup> March 2007 there are a further 11 units under construction and two units which have not yet been commenced. These figures illustrate that the housing policies and permissions granted in accordance with them are being implemented and are providing homes for local people in housing need or those who have a need to work in the area but cannot afford to buy or rent on the open market. The majority of local needs housing has been developed by RSLs working with the National Park planning officers and Rural Housing Enabler to generate housing to meet the needs of the local communities within the National Park.



Hobb's Yard Development – Lynton

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## 5.4 Dwelling Density

- 5.4.1 The average dwelling density for dwellings completed during 2006/07 is 16 dwellings per hectare (dph). This is a particularly low figure compared to national indicative minimum of 30 dph<sup>2</sup>. Within the National Park dwelling density is often lower than 16dph, as some developments may have a relatively large curtilage that will automatically reduce the overall dwelling density figure.
- 5.4.2 The large development of 33 units at Castle Heights, Lynton (at a density of 42 dwellings per hectare) has increased the overall dwelling density. Other developments within Local Rural Centres have also been at a high density, such as the 5 local needs units at Hobb's Yard in Lynton.

## 5.5 Previously Developed Land (PDL)

- 5.5.1 The figure for dwellings built on PDL is higher than the national target of 60%; this is surprising due to the scarcity of PDL within the National Park. Of the dwellings completed during 2006/07, 92% were on brownfield land, due to a large number of building conversions/change of use (not including agricultural barn conversions as these are not classed as PDL) and the large development at Castle Heights in Lynton.

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<sup>2</sup> Planning Policy Statement 3: Housing – para 47

5.5.2 Brownfield land, building conversions and other changes of use are a finite resource; therefore it is difficult to see how the national target of 60% development on brownfield land can be sustained for future developments. Even so, the percentage of dwellings presently under construction on PDL is 63%, which still exceeds the national target.

## **5.6 Location of Housing Development**

5.6.1 The largest proportion of new dwellings (86% of completions) are located within the development boundaries of the local rural centres (Dulverton, Porlock and Lynton & Lynmouth) – these settlements are identified in the Local Plan as they contain the greatest range of community services and facilities such as: shops, doctor's surgeries, schools, garages, and year round regular bus services.

5.6.2 Limited open market housing is allowed within these settlements, through changes of use/conversions – where more than one unit is created, 50% must contribute towards local needs housing.

## **6 Additional Information**

### **6.1 Dwellings with an Agricultural Tie**

6.1.1 New build houses in the open countryside are only permitted where there is the proven need for an essential worker, normally in agriculture/forestry. The farm holding has to justify a functional need and the long-term financial viability of the business. Normally planning obligations will be attached to the permission to tie the dwelling to the business.

6.1.2 The housing land availability survey has identified agriculturally tied dwellings as: one unit completed, two units of 'new build' housing under construction, and a further unit has not started (barn conversion).

### **6.2 Staff Accommodation**

6.2.1 There are three extant permissions for staff accommodation which have been surveyed. Staff accommodation only qualifies in this survey, if it meets the criteria for a dwelling (see 1.7-1.8), but the unit may be shared by more than one member of staff.

6.2.2 One unit of staff accommodation has been completed; one is under construction and one not started. Staff accommodation is usually required for tourism related businesses, where there is a demand for seasonal workers who can conveniently live on the business premises.

### **6.3 Outline Planning Permission Approved 2006/07**

6.3.1 Outline planning permissions for dwellings are not surveyed until an application for 'Reserved Matters' has been approved. An application for reserved matters sets out the details of the proposal including access, siting, design and landscaping, while taking into account any conditions that have been given in the original outline consent.

6.3.2 During 2006/07 there has been one outline application for the construction of two local needs affordable dwellings, which has not yet been followed by an application for reserved matters (there is a period of 3 years following approval of outline planning permission to apply for reserved matters).

#### **6.4 Planning Applications - Superseded**

6.4.1 Some planning applications will be subsequently superseded by another application regarding the same site; this may entail a change in the design or access details, or lifting of a previous condition. Applications which are superseded are recorded as such on the Residential Permissions database, and details of the new permission are entered.

#### **6.5 Planning Applications - Expired**

6.5.1 Some applications will not be implemented and therefore planning permission will lapse or expire. If there has been a change in policy there is no guarantee that a new planning application which repeats the expired permission or a renewal of a planning application that is due to expire shortly will be approved. .

6.5.2 During the 2006/07 survey of dwelling permissions, two applications (for 3 dwelling units) had expired; a relatively small percentage of the dwellings completed, under construction and not started during 2006/07.

## **7 Conclusion**

### **7.1 Structure Plan and Local Plan targets**

7.1.1 The Somerset and Exmoor National Park Joint Structure Plan Review 1991-2011 (adopted April 2001) does not contain a housing allocation for the National Park but rather it requires that all new housing within the National Park should meet a local socio-economic need. Rather, an allowance is made for *windfall* development of 350 dwellings for the plan period 1991; this is approximately 17-18 dwellings per year. However by 2003 this had already been exceeded by 45 dwellings<sup>3</sup>.

7.1.2 The Adopted Exmoor National Park Local Plan 2001-2011 housing policies are based on a needs led approach. However it was required that it should contain a figure/*estimate* for the number of local need dwellings likely to be required during the lifetime of the Plan (2001-2011 (40 per year). In the absence of complete housing needs evidence an estimate of 400 was arrived at/extrapolated from initial parish housing need surveys undertaken for Exford, Dunster, Lynton/ Lynmouth and Dulverton.

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<sup>3</sup> Exmoor National Park Local Plan (including minerals and waste policies) 2001 – 2011: page 65

- 7.1.3 It has since been concluded that this figure (40 per year) is likely to be too high, and an estimate of 20 per year (based on an estimate of strictly local needs housing only), has been included for the average annual net dwelling requirement between 2006 and 2026 in the draft Regional Spatial Strategy – this will replace Regional Planning Guidance 10 and the Somerset and Exmoor Joint Structure Plan, once it is formally adopted.
- 7.1.4 As previously mentioned, there is necessarily a time lag between grant of planning permission and building/completing developments. Some new build housing developments are therefore still underway. The number of completions for the past financial year (2006/07) is 65 dwelling units. This relatively high figure is predominantly due to the completion of the Castle Heights development of 33 units in Lynton. There are still several extant open market dwellings yet to be completed; these will continue to have an impact on the number of completions for some years to come.

## **7.2 Annual Monitoring Report 2006/07**

- 7.2.1 The Annual Monitoring Report is produced annually and submitted to the Secretary of State – it is part of the Local Development Framework (the new planning system introduced in September 2004) and its purpose is to assess whether the Local Development Scheme is being implemented, and the extent to which the policies within the LDF are being achieved.
- 7.2.2 The statistics generated by this report will contribute to the 2006/07 Annual Monitoring Report (AMR). This will not only help to monitor the Adopted Local Plan housing, but will also feed in to regional and national housing data indicators.



## 8 Appendix - 2005/06 Housing Land Availability

Completions <u>2005/06</u>														
Parish*	Conversions		Conv Loss	Net Conv	Change of Use		New Build		CLEUD	No. of Beds.				PDL
	RSL	PS			RSL	PS	RSL	PS		1	2	3	4+	
<b>North Devon Area</b>														
Kentisbury & Trentishoe						1		1		1			1	2
Lynton & Lynmouth		10	3			2		2	1	2	9	2	2	9
Martinhoe						1				1				1
Parracombe								2				1	1	1
<b>Total</b>	<b>0</b>	<b>10</b>	<b>3</b>	<b>7</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>5</b>	<b>1</b>	<b>4</b>	<b>9</b>	<b>3</b>	<b>4</b>	<b>13</b>
<b>West Somerset Area</b>														
Brompton Regis		1						2			1	2		1
Cutcombe						1	2	1			2	1	1	2
Exford		2						1		1		1	1	2
Old Cleeve		2	1								1	1		1
Porlock		3				1					3			4
Selworthy & Minehead Without		3	1			1				1	1		2	3
Timberscombe		3	1							2	1			1
Winsford		1									1			0
Withypool						1							1	1
Wootton Courtenay		1						1		1		1		2
<b>Total</b>	<b>0</b>	<b>16</b>	<b>3</b>	<b>13</b>	<b>0</b>	<b>4</b>	<b>2</b>	<b>5</b>	<b>0</b>	<b>5</b>	<b>10</b>	<b>6</b>	<b>6</b>	<b>17</b>
<b>Exmoor Total</b>	<b>0</b>	<b>26</b>	<b>6</b>	<b>20</b>	<b>0</b>	<b>8</b>	<b>2</b>	<b>10</b>	<b>1</b>	<b>9</b>	<b>9</b>	<b>9</b>	<b>10</b>	<b>30</b>

Housing Land Availability – Not Started or Under Construction <u>2005/06</u>													
Parish*	Conversions		Conv Loss	Net Conv	Change of Use		New Build		No. of Bedrooms				LAH
	RSL	PS			RSL	PS	RSL	PS	1	2	3	4+	
<b>North Devon</b>													
Brendon & Countisbury					1		1				1	1	
Challacombe		1					1	1			1		
Lynton & Lynmouth	1	14			4		4	13	3	30	1	2	8
Martinhoe		2								2			
North Molton								1					1
Parracombe								1				1	
<b>Total</b>	<b>1</b>	<b>19</b>	<b>1</b>	<b>19</b>	<b>0</b>	<b>5</b>	<b>4</b>	<b>17</b>	<b>4</b>	<b>33</b>	<b>4</b>	<b>5</b>	<b>8</b>
<b>West Somerset</b>													
Cutcombe								1		1			1
Dulverton							8	2	3	5	2		10
Exford								1			1		
Exmoor		1	2					2			1	2	
Old Cleeve								5		1	3	1	
Porlock		11	1		2			1	3	10		1	
Timberscombe								1			1		
Winsford								3			1	2	
<b>Total</b>	<b>0</b>	<b>12</b>	<b>3</b>	<b>9</b>	<b>0</b>	<b>2</b>	<b>8</b>	<b>16</b>	<b>6</b>	<b>17</b>	<b>9</b>	<b>6</b>	<b>11</b>
<b>Exmoor Total</b>	<b>1</b>	<b>31</b>	<b>4</b>	<b>28</b>	<b>0</b>	<b>7</b>	<b>12</b>	<b>33</b>	<b>10</b>	<b>49</b>	<b>13</b>	<b>10</b>	<b>19</b>

### 8.1 Completion Data for 2005/06:

Category	Number of Units
Net Conversions	20
Change of Use	8
New Build	12
CLEUD	1
<b>Total Completions</b>	<b>41</b>

Category	%
Units completed on brownfield land	73%
Affordable Housing	7%

### 8.2 Housing Land Availability Data 2005/06– properties either ‘not started’ or ‘under construction’

Category	Number of Units
Net Conversions	26
Change of Use	7
New Build	45
<b>Total</b>	<b>78</b>

24% of all those sites under construction or not started were for Local Affordable Housing - either provided by Registered Social Landlords or intermediate housing.

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## **9** **Glossary**

<b>CLEUD</b>	Certificate of Lawfulness of Existing Use or Development
<b>LAH</b>	Local Affordable Housing
<b>LRC</b>	Local Rural Centre (Dulverton, Porlock, Lynton & Lynmouth)
<b>OC</b>	Open Countryside
<b>PDL</b>	Previously Developed Land (Brownfield Land)
<b>PS</b>	Private Sector
<b>RSL</b>	Registered Social Landlord
<b>V</b>	Village