



Annual Monitoring Report



Development underway on a site in West Witton that will deliver 17 homes, including 8 affordable.

A report of planning policy implementation

1st April 2019 – 31st March 2020

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1 Introduction

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

This report relates to the Yorkshire Dales Local Plan 2015-30 and is the fourth Annual Monitoring Report (AMR) since a new Local Plan was adopted for the National Park in December 2016.

Separate planning policies apply in the area that became part of the National Park on 1st August 2016. For the time being monitoring in these areas will continue to be carried out by South Lakeland District Council, Eden District Council and Lancaster City Council respectively.

1.1 Essential monitoring requirements

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

- The Local Plan 2015-30 was adopted in December 2016 and provides planning policy for the whole of the pre-August 2016 National Park;
- The Authority published a Local Development Scheme in 2019 setting out the next stages in its review of planning policies. This will see a new Local Plan prepared that will provide updated and consolidated planning policy coverage for the whole of the post-August 2016 National Park. An initial consultation – ‘setting the agenda’ – took place between December 2019 and February 2020. A second consultation – ‘exploring our options’ was launched in August 2020. The Local Development Scheme envisages that the new Local Plan will be adopted by 2023. Once adopted it will supersede all existing policies;
- Neighbourhood planning by local communities continues to have limited take-up in the National Park. In June 2019 a referendum was held on the Gargrave Neighbourhood Plan which straddles the National Park boundary. The Plan was approved by 66% of the electorate and was adopted by the Authority in September 2019.

1.2 Additional monitoring activity

This year's report focuses in on two key areas of policy that are particularly important in the Yorkshire Dales context:

- **Housing supply.** The shortage of housing is a national issue. In the Yorkshire Dales, there is a particular set of circumstances that means new housing provision has a vital role to play in maintaining viable and sustainable communities. Policy C1 (housing in settlements) is the most relevant policy for housing tenure and supply. Section 2.1 provides numerical returns on housing permissions and completions, together with further commentary and analysis regarding housing land supply.
- **Conversion of traditional farm buildings.** Policy L2 guides decisions on the conversion of traditional farm buildings. This was one of the areas of policy that became much more flexible with the adoption of the 2015-30 Local Plan and so continues to prompt debate. Section 2.2 of the report sets out statistical information in relation to the location and tenure of these conversions and comments on some of the continuing lessons learnt from the policy.

2.1 Policy C1 – Housing target and delivery

The delivery of housing (especially affordable housing) is a crucial issue in the National Park, as it is nationwide, but for different reasons. The National Park's population growth has stalled, and it is projected to go into decline. This poses real challenges for community sustainability as the population profile ages and services are lost. The planning system has an important role to play in promoting a supply of housing permissions to meet demand, including for those unable to afford a house on the open market.

Tables 1 and 2 overleaf set out information on housing completions and permissions over the last decade. They are expressed as both 'gross' and 'net' figures. The gross figures embrace all self-contained residential units where as the net figures make deductions for holiday occupancy residential units. It is the net figures that provide the basis for monitoring delivery against housing targets and the supply of housing land as set out in the sections below.

Annual completions

The Local Plan established a housing target for the 'old' National Park of 55 net additional dwellings per annum. It is an ambitious target, well in excess of the minimum requirement - or 'objectively assessed need' - for additional housing, which stands at between 32 and 38 units per annum.

During 2019/20 there were only 15 net housing completions. Although slightly higher than the previous year, this represents an extremely disappointing return against the annual target, while also falling short of the minimum housing requirement. It means the 5 year average completion level has dropped to 24 units per annum.

The majority (9) of the units completed in 2019/20 were for local occupancy but there were also completions for rural workers (2) and flexible local occupancy or holiday letting units (4).

Annual permissions

By contrast, 2019/20 saw a significant uplift in residential planning permissions. A net total of 105 units were permitted, the highest level since 2005/6. This number was partly a result of the approval of two larger schemes on sites allocated in the Local Plan, one in West Witton (17 units) and one in Long Preston (16 units), both of which have now commenced development. These schemes will provide a welcome boost, both in terms of affordable housing and new build units, with conversions having come to dominate housing permissions figures in recent years.

On top of this, a further 68 units had been permitted but were still subject to the completion of a Section 106 legal agreement, with most of these planning applications having been processed during 2019/20.

Table 1 - Housing completions 2006/7-2019/20

YEAR	TOTAL		OCCUPANCY TYPE							PROPOSAL TYPE				
	Gross residential Units	Net residential units ¹	Unrestricted	Affordable	Local Occupancy	Agricultural/Rural worker	Other	Holiday use only	Mixed holiday/local occupancy	New Build	Barn Conversion	Sub division of existing dwellings	Re-occupation of abandoned dwelling	All other change of use
2006/7	81	80	56	14	3	5	0	1	2	40	10	4	1	26
2007/8	83	80	44	15	11	7	1	3	2	60	10	3	3	7
2008/9	93	93	57	19	15	2	0	0	0	57	6	2	3	25
2009/10	32	29	19	0	7	2	0	3	1	16	7	1	2	6
2010/11	24	21	8	0	9	3	1	3	0	8	5	4	2	5
2011/12	40	39	16	4	8	2	4	1	5	18	13	2	2	5
2012/13	35	30	10	2	14	3	0	5	1	14	11	4	2	4
2013/14	34	33	11	14	5	0	1	1	2	22	4	1	4	3
2014/15	31	31	11	7	9	2	0	0	2	20	7	2	0	2
2015/16	32	32	14	0	15	1	0	0	2	18	4	3	3	4
2016/17	39	39	7	22	7	2	0	0	1	24	3	1	1	10
2017/18	23	21	6	5	4	3	0	2	3	14	3	0	1	5
2018/19	19	13	0	0	12	0	0	6	1	4	11	0	0	4
2019/20	19	15	0	0	9	2	0	4	4	5	8	0	1	5

¹ Excluding holiday letting accommodation.

Table 2 Housing permissions² 2006/7-2019/20

YEAR	TOTAL		OCCUPANCY TYPE							PROPOSAL TYPE				
	Gross residential Units	Net residential units ³	Unrestricted	Affordable	Local Occupancy	Agricultural/Rural worker	Other	Holiday use only	Mixed holiday/local occupancy	New Build	Barn Conversion	Sub division of existing dwellings	Re-occupation of abandoned dwelling	All other change of use
2006/7	74	73	23	9	29	7	1	1	4	45	16	1	3	9
2007/8	88	87	29	19	23	3	5	1	8	37	13	6	4	28
2008/9	45	40	17	4	12	5	0	5	2	20	14	3	2	6
2009/10	36	36	9	0	19	1	7	0	0	18	3	3	4	8
2010/11	31	27	12	2	11	2	0	4	0	14	9	1	2	5
2011/12	23	21	9	0	8	3	0	2	1	8	8	1	3	3
2012/13	43	34	7	14	7	4	1	9	1	22	2	4	5	10
2013/14	32	32	12	0	16	4	0	0	0	8	5	3	1	15
2014/15	54	51	1	29	17	2	1	3	1	40	7	1	1	5
2015/16	23	23	3	0	10	5	4	0	1	10	3	2	1	7
2016/17	57	47	2	10	18	0	1	10	16	17	14	2	2	22
2017/18	81	65	10	6	33	2	0	16	14	24	35	1	2	19
2018/19	57	51	5	0	16	4	1	6	25	9	36	0	4	8
2019/20	114	105	15	27	17	5	0	9	41	45	47	0	4	18
Approved pending S106 ⁴	84	66	16	15	19	3	0	18	13	34	23	3	2	22

² Variances from figures reported in previous years reflect permissions superseded by new schemes, retrospective permissions and expiries of unimplemented and temporary permissions.

³ Excluding those limited solely to holiday letting accommodation.

⁴ The Authority has resolved to approve these applications but a formal decision cannot be issued until the completion of a legal agreement.

Revised 5 year housing requirement

Local planning authorities are expected to maintain a rolling supply of land sufficient to satisfy at least 5 years' worth of their minimum housing requirements.

The 'objectively assessed need' for housing in the Yorkshire Dales Local Plan area is between 32 and 38 dwellings per annum (dpa). This forms the benchmark for measuring whether the National Park has a 5 year supply of housing sites. However, in light of the community viability issues identified above, the Authority set a target of 55 dwellings per annum. So, ideally, it should seek to maintain a 5 year supply in relation to this figure. This results in two scenarios for the 5 year land supply:

- Scenario A - 160 units (based on the lower end of the objectively assessed need range of 32-38 dpa⁵);
- Scenario B - 275 units (based on the Local Plan target of 55 dpa).

These figures need to be adjusted to take account of housing delivery since the start of the Local Plan period (the 2015/16 monitoring year i.e. 5 years). Using the same scenarios as above, net under-delivery of housing over this period stands at 42 units under Scenario A, and 155 units under Scenario B. These 'backlog' units are added back into the projected annual requirements. An additional buffer, as required by national planning policy, is also added to the annual requirement (including backlog) to arrive at final adjusted 5 year requirements:

- Scenario A - 217 units (43 dpa);
- Scenario B - 423 units (85 dpa).

Gross housing land supply

Gross⁶ housing land supply in the Local Plan area is currently made up of:

- 341 units where a planning application has been approved and remains extant;
- 184 units on land allocated for housing development in the Local Plan;
- 150 units anticipated from other unplanned 'windfall' sites (sites not yet having permission but that are projected to both obtain planning permission and complete within the remaining 10 years of the Local Plan period).

Total: 675 units

Net housing land supply

Although this gross supply of land exceeds the 5 year figure for both the housing requirement (217) and Local Plan target (423) by a significant margin, it needs to be adjusted to take account of 'real world' deliverability. In respect of each of the three main sources of housing supply set out above, the following adjustments need to be made:

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⁵ The lower end of the range is used in accordance with National Planning Practice Guidance Paragraph: 035 Reference ID: 3-035-20180913

⁶ Excludes holiday letting accommodation

a) Extant planning permissions

The 341 units in this category are made up of 163 units where development has yet to commence and 178 where development has started.

i) Permissions where development has yet to commence

Of the 163 yet to commence, an adjustment needs to be made to account for permissions that might expire (i.e. where development does not commence within the statutory period - normally 3 years from the date permission is given). Based on historical trends the rate of expiry of housing permissions in the National Park is only around 7% of all housing permissions granted, so this doesn't make a significant difference to the stock of deliverable housing permissions (13 units deducted, leaving 150).

A further adjustment has to be made to take account of the fact that not all of the remaining permissions will complete within a 5 year period. A particular factor in this is the fact that, of the 150 units, 66 are still awaiting the completion of a legal agreement before planning permission can be formally issued. Given that the lag period between permission and completion in the National Park averages 4 years, and these units haven't yet received their final planning permission, these are assumed not to be deliverable within 5 years. On top of this, even for schemes that have received their final planning permission, it is likely that a proportion will progress more slowly and fail to complete within 5 years.

As a result of these factors, 103 of the 163 units that have yet to commence development are assumed not to be deliverable within a 5 year period, leaving 60 that are.

ii) Permissions where development has commenced

Of the units where development has started the Authority needs to be realistic about the prospects of a completion within five years where little or no progress has been made in recent years. Having reviewed the progress of all 178 commenced residential units, a small number (6) have shown such little progress that they have been assumed to be unlikely to complete at all.

A further 68 units have shown a lack of substantive recent progress so that they cannot be considered deliverable within 5 years. This leaves 104 units where recent progress provides a strong indication of completion within 5 years.

These adjustments mean that, of the 341 units with extant planning permission, only 164 can be considered to be deliverable within 5 years. This represents 48% of the gross figure.

b) Allocated housing sites

Appendix 4 of the Local Plan lists the sites allocated for housing development. An allocation in the Local Plan of this type is tantamount to the grant of outline planning consent as it has been tested at examination and clearly establishes the acceptability, in principle, of the site's development for housing.

The Local Plan lists 22 sites with a notional capacity of 203 units. This needs to be adjusted to remove those sites that have subsequently received planning permission, and that are therefore included in the extant permissions figures above, to ensure that they are not double counted.

Five of the allocated sites have received planning permission to date. Two of these (at West Witton and Long Preston) received final planning permission during the monitoring year while a further two (Horton in Ribblesdale and Austwick) have been approved subject to completion of a legal agreement to secure affordable housing provision.

This leaves 17 sites remaining and it is necessary to make an adjustment to the predicted site capacities based on pre-application discussions that have taken place. The capacity estimates in the Local Plan are conservative and sites progressing to development are often found to have scope for higher density of development which raises the overall figure. The adjusted capacity across the remaining 17 sites is 184 units.

The Authority can only reasonably assume completion of sites that are already the subject of a planning application, or well advanced in the pre-application process, so that there is a realistic prospect of completion within 5 years. Of the 184 units encompassed by all the allocated sites, only 46 currently fall into this category. This represents 25% of the total.

c) Unplanned 'windfall' sites

A lot of housing in the National Park has historically come from windfall sites. These are 'unplanned' houses in that they don't form part of a formal allocation in the Local Plan, but are instead made up of general new build infilling and conversions of existing buildings allowable under criteria-based policies. Since the Local Plan was first used for planning decisions, nearly 85% of all residential planning permissions have been on windfall sites.

Over the last 5 years there have been completions, on average, of 24 'windfall' residential units each year. This is used as the benchmark for likely windfall delivery over the coming years. However, the lag between the point of permission and the point of completion (averaging 4 years in the National Park) makes it reasonable to expect that only a small proportion of this overall figure will be delivered within the 5 year period. The Authority has assumed 30 windfall units will have a genuine prospect of being permitted and completed within the 5 year period, but thereafter 24 per annum is assumed.

The benchmark figure of 24 windfall completions is based on a period in which residential planning permissions were at a lower level than they have been in recent years (Table 2). In the last year alone there were planning permissions issued for 72 windfall residential units. Despite this, in view of the uncertainties associated with the coronavirus pandemic, the figure of 24 windfall completions continues to be used as the baseline figure..

Overall situation in relation to the 5 year land supply

In overall terms the Authority has adopted a reasonably conservative approach to assessing deliverable sites over the next 5 years. In summary, it has assessed the following as being deliverable:

- 164 units from extant permissions (taking account of likely expiries and proposals that are moving too slowly to be considered deliverable within 5 years);
- 46 units from allocated sites (based on those that are most advanced in pre-application discussions or where a planning application has already been lodged but not yet fully determined);
- 30 units from windfall (based on the 5 year average figure being phased in to allow for the lag between permission and completion).

Total: 240 units

This represents a significant squeeze on the gross supply figure, with just 36% of the overall supply being deemed to be deliverable in the coming 5 years, following the adjustments set out above.

The resultant situation is that the National Park still maintains a 5 year supply of deliverable housing sites (240 units) in relation to the housing requirement over this period (217 units). By contrast, over the whole of the remaining 10 years of the Local Plan period, there is a total supply of land well in excess of total requirements, with a supply of 656 units to satisfy requirement figure of 362. This will rely on some of the barriers to delivery that have prevented these sites being progressed so far being overcome over the course of the next 5 years.

The consequence of failing to maintain a deliverable 5 year supply of housing sites would be that relevant development plan policies – most notably Policy C1 of the Local Plan which controls the release of housing land and tenure requirements – may be considered ‘out of date’ and therefore afforded limited weight in planning decisions. Ultimately this presents a risk of Local Plan policies being overridden by future housing proposals. This is far from a default position however. National policy makes it clear that granting planning permission in these circumstances should not happen if there are clear reasons for refusing the development based on the provisions of national policies that seek to protect areas of particular importance, National Parks being a named example.

Although there is a supply of housing land to satisfy minimum housing requirements, it is important to remember that the Authority set a more ambitious housing target well in excess of the minimum requirement. This creates a significant deficit between land supply and the more ambitious housing target during the initial 5 year period. It also produces a smaller overall deficit when projected over the remaining 10 years of the Local Plan period. The Authority expects to adopt a new Local Plan in 2023 which will provide an opportunity to re-assess both the housing target and sources of land supply well in advance of the projected 2030 end date for the Local Plan. In preparation for this there will be a ‘call for sites’ later in 2020 to begin the process of considering future planned releases of deliverable housing development land.

2.2 Policy L2 – re-use of traditional farm buildings

The objective of Policy L2 is to secure the long term future of traditional buildings in a manner that conserves their intrinsic value. It encourages a range of potential re-uses, but only where the buildings and their locations have capacity to absorb them. In particular, it allows more intensive uses of traditional buildings (notably permanent residential use), in settlements, other building groups and in roadside locations.

Take up

Since October 2015 when the new, more flexible, policy started to be applied, planning permission⁷ has been given for barn conversions that will yield 153 new residential units⁸. Over the same period planning permission has been refused for 18 different barns, although 7 of these have successfully obtained a subsequent approval, meaning only 11 barns have received an outright refusal. This equates to a 93% approval rate overall.

Of the 153 units permitted, 25 have completed and 37 are in progress.

Locations of approved traditional farm building conversions

Policy L2 allows traditional buildings to be converted within settlements, building groups and suitable roadside locations. Table 3 below shows the breakdown according to location types.

Table 3 - Traditional farm building residential conversion permissions by location October 2015-August 2020

Situation	Number of permissions	Percentage	Grouped percentage
1. Local Service Centre	2	1%	17%
2. Service village	16	10%	
3. Small settlement	9	6%	
4. Hamlet	27	18%	58%
5a. Residential building group	55	36%	
5b. Non residential building group	6	4%	
6a. Roadside (public road)	28	18%	25%
6b. Roadside (private road)	3	2%	
7a. Non-roadside (with some form of established access)	6	4%	
7b. Non-roadside (field barn)	1	1%	
TOTAL	153		

⁷ Including permissions that are subject to completion of a Section 106 agreement meaning a formal decision notice has yet to be issued

⁸ Excluding permissions that have subsequently expired.

Tenure of approved traditional farm building conversions

Table 4 shows the breakdown of permissions for traditional farm building conversion according to tenure, with over half favouring flexibility between local occupancy and holiday letting use.

Table 4 – Traditional farm building residential conversion permissions by tenure October 2015-August 2020

Tenure	Permissions	Percentage
Local occupancy or rural worker	45	29%
Flexible local occupancy/holiday	87	57%
Holiday letting	21	14%
TOTAL	153	

Geographical spread of traditional farm building conversions

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

Table 5 - Traditional farm building residential conversion permissions by location October 2015-August 2020

District	Sub area	Permissions	District total
Craven	Upper Wharfedale	12	88
	Mid/Lower Wharfedale & Malhamdale	56	
	Three Peaks	20	
Richmondshire	Wensleydale	28	39
	Swaledale	11	
South Lakeland	Dentdale/Garsdale	11	26
	Sedbergh/Cautley	15	
TOTAL			153

Appendix 1 – Essential monitoring requirements

Requirement	<i>The title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme</i>
Response	<p>A Local Development Scheme was adopted in March 2019.</p> <p>It proposes a single Local Plan to unify all planning policy across the whole of the National Park (as extended in August 2016). It will replace all adopted policies currently in force.</p>

Requirement	<p><i>In relation to each of those documents—</i></p> <p><i>(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;</i></p> <p><i>(ii) the stage the document has reached in its preparation; and</i></p> <p><i>(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this.</i></p>
Response	<p>The Local Development Scheme provides full details. It envisages that the new Local Plan will be adopted in 2023.</p> <p>During 2019 some key evidence was commissioned to inform the Plan, in particular a Landscape Character Assessment and a study of the socio-economic state of the National Park.</p> <p>An initial consultation – 'Setting the Agenda' concluded in February 2020. This explored the main issues that the Local Plan needed to address.</p> <p>A second consultation – 'Exploring our Options' looks at three of the most important issues and asks for people's views on the best way to address them. This consultation closes in September 2020.</p> <p>The next stage of consultation will concern the Plan's spatial strategy and will explore the availability of housing development land. This will take place later in 2020.</p>

	The Local Development Scheme envisages a consultation on a full draft of the Local Plan early in 2021 however this is likely to be delayed. A revised Local Development Scheme will be produced and adopted in due course.
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Requirement	<i>Where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.</i>
Response	The Gargrave Neighbourhood Plan was adopted by the Authority in September 2019. It now forms part of the development plan for the area, albeit only a small portion of the parish is within the National Park boundary.

Requirement	<i>Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—</i> <i>(a) identify that policy; and</i> <i>(b) include a statement of—</i> <i>(i) the reasons why the local planning authority are not implementing the policy; and</i> <i>(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.</i>
Response	A full schedule of the adopted local plans currently in force can be found in Appendix 1 of the Local Development Scheme . While the majority of policies contained in these plans can be given substantial weight in planning decisions, more caution is required with aspects of the 1997/2006 South Lakeland Local Plan. Further guidance is available on our website .

Requirement	<i>Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—</i> <i>(a) in the period in respect of which the report is made, and</i>
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	<i>(b) since the policy was first published, adopted or approved.</i>
Response	<p>The Local Plan 2015-30 establishes a target of 55 net additional dwellings per annum. In accordance with the recommendations of the Inspector appointed to examine the Local Plan's soundness, the target had effect from the 2015/16 monitoring year onwards.</p> <p>During 2015/16 there were 32 net additional housing units completed. During 2016/17 there were 39 net additional housing units completed. During 2017/18 there were 21 net additional housing units completed. During 2018/19 there were 13 net additional housing units completed. During 2019/20 there were 15 net additional housing units completed.</p>

Requirement	<i>Where a local planning authority have made a neighbourhood development order or a neighbourhood development plan, the local planning authority's monitoring report must contain details of these documents.</i>
Response	Gargrave Neighbourhood Development Plan was 'made' during 2019/20.

Requirement	<i>Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.</i>
Response	Not applicable. The Authority does not currently charge Community Infrastructure Levy.

Requirement	<i>Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.</i>

Response	<p>During the monitoring year the Authority has held discussions with all its constituent local authorities regarding the socio-economic study that forms a key part of the evidence base underpinning the new Local Plan.</p> <p>It has held Duty to Cooperate meetings with all constituent and adjoining local authorities and has discussed issues around the Plan's evidence base and issues arising from the first two consultations on the Local Plan.</p> <p>The Authority continues to work with County and District Councils on an 'attracting younger people' initiative which is looking at a variety of issues designed to encourage younger people to live in the area and address the various issues arising. The socio-economic study of the National Park has been commissioned partly as an action under this initiative.</p> <p>A new five year National Park Management Plan was adopted in September 2018. This is the first Management Plan for the whole of the extended National Park. It is now a material consideration in planning decision making and will influence future reviews of planning policy. It contains partnership objectives on issues such as housing, the economy, tourism and community services. Steering group meetings held since adoption have provided a forum to discuss those objectives related to the Local Plan, with all constituent District/City Councils represented on this group.</p> <p>The Authority has also continued to support joint working on spatial planning strategy across North Yorkshire, York and the East Riding.</p>
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Requirement	<p><i>A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.</i></p>
Response	<p>This report has been published on our website and made available for inspection at our offices in accordance with Regulation 35. The report has been produced as soon as possible following the conclusion of housing completions monitoring, which is essential in order to allow the information in Appendix 2 to be presented. In 2020 this was delayed by travel restrictions associated with the Covid-19 pandemic.</p>