

ALLERDALE LOCAL PLAN (PART ONE) EXAMINATION

Carlisle City Council Statement

Matter 4 – Cross Boundary Issues in Housing Provision.

1.0 Introduction

1.1 Carlisle City Council would like to submit this written statement to confirm that the Council can meet its own objectively assessed need for housing within its Plan area, and that we do not consider that Allerdale, or any other neighbouring authority, will be required to help the Council meet such housing need.

1.2 Under the Duty to Co-operate set out in the Localism Act 2011, the two Councils have held meetings on 14th June 2012, 1st October 2012, and 24th June 2013. Among the matters discussed was the issue of whether each district could meet its housing need. At all stages it has been agreed that each district could meet its own objectively assessed housing need within their boundaries.

2.0 Carlisle District Local Plan 2015 – 2030 (preferred options)

2.0 The Local Plan for Carlisle sets out the long term spatial vision for the District for the next 15 years, the strategic objectives, spatial strategy, development management policies, specific site allocations up to 2025, and a broad location for growth from 2025 onwards. It therefore complies with the requirement at paragraph 153 of the NPPF that 'Each Local Planning Authority should produce a Local Plan for its area'.

2.1 Between 29th July and 16th September 2013, the Local Plan (preferred options) was available for public consultation. 1 138 individual representations were received comprising expressions of support, comments and objections.

2.2 Following a compliance meeting with the Planning Inspectorate in September 2013, the City Council was advised to hold a second period of consultation on the preferred options stage of the Local Plan, primarily to give stakeholders a further opportunity to comment in particular on the development management policies, city centre policies (drafted following more recent evidence), recent evidence concerning travellers, and new potential development sites that had been promoted in response to the consultation.

2.3 As such the Plan has undergone a number of amendments, and is programmed to be available for a stage two preferred options consultation from 10th March

2014 for four weeks. The Local Plan is currently progressing through the Council's committee cycle.

3.0 Housing Strategy and Delivery

3.1 The housing strategy set out within the Local Plan for Carlisle aims to meet the housing needs for the District for open market, affordable and other housing to meet specific needs. It does this with reference to the evidence set out in the Housing Need and Demand Study Nov 2011, (SHMA), on current and future demographic trends, market trends and the needs of different groups in the community.

3.2 To deliver the strategy, the Local Plan focuses housing delivery on the City of Carlisle, whilst also making provision for a proportion of housing to come forward in the rural areas. The Plan aims to achieve this through allocating specific sites for housing across the District, identifying a broad location for growth from 2025 onwards, and setting out a policy based approach for housing on non-allocated sites.

3.3 Policy 16 in the Local Plan is titled 'Housing Strategy and Delivery'. The Policy makes provision for the delivery of 665 houses per year, with 70% in the urban area of Carlisle, and 30% in the rural area. This target reflects the evidence in the SHMA that states at paragraph 11.11 and 11.12:

"An estimated 545 homes per annum are require to 2025 just to maintain stable employment levels. In the longer term we would expect economic growth to drive additional net in-migration to the District. Projected housing requirements driven by trend-based economic growth would result in a higher housing requirement, equating to around 665 homes per annum".

3.4 The table in the Policy (Appendix 1)* sets out the allocated sites in the urban and rural areas. From 2025 onwards development will be in the broad location for growth of Carlisle South.

3.5 The table also makes it clear that the backlog of delivery from 2008 is included in the figures, plus a windfall allowance of 100/year. The NPPF makes it clear that LPAs may make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.

*Bold text shows new text added since the initial preferred options consultation.
Strikethrough text is to be deleted.

3.6 Windfall for the last five years in Carlisle District is as follows:

Year	Total net completions	Allocated completions	Windfall completions	% windfall
08/09	366	172	194	53%
09/10	233	98	135	58%
10/11	260	86	174	67%
11/12	429	111	318	74%
12/13	216	106	110	51%
Average 5 yrs			186 per annum	

4.0 Strategic housing market areas

4.1 The NPPF states that to boost significantly the supply of housing, local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed, needs for market and affordable housing in the housing market area.

4.2 Across the County of Cumbria there are 20 HMAs, developed and agreed in cooperation with the Cumbria Housing Group in 2006. These 20 HMAs have, since that time, been consistently used in SHMAs and remain the agreed basis for housing planning policy across the County.

4.2 Within Carlisle there are three HMAs, as defined in the November 2011 SHMA. These areas are Carlisle Urban, Rural West and Rural East. None of these HMAs has boundaries which lie outside Carlisle District.

5.0 Five Year Supply position in Carlisle District.

5.1 The NPPF states that LPAs should:

“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 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;”

5.2 The City Council meets its overall 5 year supply requirement including a 20% buffer which has taken into consideration not only the current requirement but the proposed increase in housing target from April 2015, (Appendix 2).

5.3 There is a small shortfall within the urban area, but this will be addressed through delivery of additional windfall sites which has already been evidenced. The revised figure (which still falls short of current delivery) will only take effect from

2015. Planning applications, and pre-application discussions, are already being received on sites allocated in the Carlisle Local Plan (preferred options).

6.0 Conclusion

- 6.1 Within Carlisle district there are currently two active volume house builders with large sites either currently under construction, with planning permission, with authority to issue planning permission subject to S106, or in active pre-application discussions. There is also a range of smaller house builders active within the district.
- 6.2 The Carlisle Local Plan (preferred options) sets an annual housing target of 665 dwellings per annum, based on up to date evidence in the SHMA. The Plan also makes provision to meet backlog requirements arising from the recent period of under delivery of housing.
- 6.3 The Local Plan (preferred options) allocates sufficient sites, and has a sufficiently pro growth policy stance to housing development, in order for Carlisle to be able to meet its own housing needs, and not look to adjacent districts in order to meet those needs. As such the City Council does not consider that Allerdale's housing requirement should be increased to meet need within Carlisle District.

Appendix 1

Policy 16 - Housing Strategy and Delivery

Planning permission will be granted for housing proposals that will:

1. Contribute to achieving an average annual district housing target of 550–650 **665** houses per year;
2. **Seek to achieve** 70% of all new housing development ~~will be located~~ in the urban area of Carlisle, and 30% in the rural area;
3. Provide a mix of dwelling types, sizes and tenures which help meet identified local housing need and contribute to the development of mixed and sustainable communities;
4. ~~Provide specialist housing for vulnerable people including for the ageing population such as extra-care accommodation in sustainable locations, taking account of the need to provide for a variety of care needs and flexibility to accommodate differing requirements of ageing care; (moved to Policy 30)~~
5. Contribute to the development of brownfield sites which are in sustainable locations;

The following table sets out allocated housing sites in the urban and rural areas. These sites are also shown on the Local Plan policies map. The sites make provision to deliver the housing target to 2025. From 2025 onwards, development will be in the broad location of Carlisle South, (as detailed in Policy S3), which will include a sustainable urban extension and delivery of the strategic rural requirement.

Current Position Statement

	Urban Carlisle	Rural	Total
Housing required 2015 to 2030 [split as per criteria 2]	6,975	3,000	9,975
Backlog from 2008 to September 2013 [actual split]	827	66	893
Delivery required 18 months from Sep 2013 to 2015	540	135	675
TOTAL NEED FROM SEP 2013 TO 2030	8,342	3,201	11,543
Existing Permissions as at 30 September 2013	3,023	496	3,519
Windfall [18 months @ 50 per annum plus 15 year @ 100 per annum [historic split 64/36]	1,008	567	1,575
Authority to Issue permissions [* in allocation list]	384	260	644
Less Permissions unlikely to be delivered [see 5 yr supply]	-100		-100
Permissions contributing to total need	4,315	1,323	5,638
18 Months Delivery to 2015 @ 450 per annum 80/20	540	135	675
Permissions contributing to Plan Period	3,775	1,188	4,963
Need to be met from Allocations	4,027	1,878	5,905
DELIVERY			
5 Years 2015 to 2020			
Requirement including backlog	2,600	1,022	3,622
Permissions contributing to Plan Period adjusted for known phasing (see 5 yr supply Sep 2013 for reduction figs)	2,539	1,188	3,727
50% Total Allocations excluding Authority to Issue urban = 3,035/2 - 384 rural = 1,428/2 - 260	1,134	454	1,588
C/F to next period	1,073	620	1,693
5 Years 2020 to 2025			

Requirement including backlog	2,601	1,022	3,623
B/F from last period	1,073	620	1,693
Known Phasing 50% remaining Crindledyke & Morton	618		618
Remaining Allocations [see table]	1,517	714	2,231
C/F to next period	607	312	919
5 Years 2025 to 2030			
Requirement including backlog	2,601	1,022	3,623
B/F from last period	607	312	919
Known Phasing 50% remaining Crindledyke & Morton	618		618
Development Required From Strategic Sites	1,376	710	2,086

Housing Allocations for Carlisle District

District Target:	Urban (Carlisle)	Rural	Total
Overall District target	-550/650 per year		
Windfall allowance @ 50/year	-750		
Net planning permissions outstanding:	3 471		
Less 2-year's potential completions:	900		
Allocated sites Urban Carlisle: Total 3,035	Area: (hectare)	Yield:	
Land to the south east of junction 44 – Carl 01	8.03	217	
Land north of California Road, east of Carl 1	6.54	200	
Land east of Lansdowne Close/Lansdowne Court	2.50	75	
*Land bounded by Hammonds Pond, Oaklands Drive and Durdar Road (12/0793)	12.5	318	
Site of Pennine Way Primary School – Carl 02	3.57	112	
Land south of Edgehill Road, adjacent to former NCTC – Carl 03 Withdrawn – site no longer available, (Cumbria County Council).	4.37	130	
Land north of Moorside Drive/Valley Drive – Carl 04	4.96	140	
Land between Carlton Road and Cumwhinton Road – Carl 05	1.47	204	
Land at Garden Village, west of Wigton Road – Carl 06	5.05- 6.08	139 169	
Land at Newhouse Farm, south-west of Orton Road – Carl 07	30.19	509	
Land north of Burgh Road – Carl 08	2.83	66	
Former Belah School site, Eden Street – Carl 09 Withdrawn - site no longer available, (Cumbria County Council).	2.34	59	
Land off Windsor Way – Carl 10	10.60	300	

*Former Dairy site, Holywell Crescent, Botcherby, (13/0655)	1.51	66
Site of former Morton Park Primary School, Burnrigg	1.67	54
Site to the rear of Border Terrier, Ashness Drive/Ellesmere Way	0.4	15
Land off Raiselands Road	0.4	12
Land to the rear of Reeth Road/Queensway	0.65	20
Land off Tree Road, south of Chertsey Mount	0.53	20
Land at Greta Avenue	0.4	8
Former Printworks, Newtown Industrial Estate	1.4	40
Land east of Beverley Rise	1.01	30
Land north of Carlton Clinic, east of Cumwhinton Drive	6.80	150
Allocations carried forward from previous Local Plan		
Laings site, Dalston Road – Carl 11. 13/0778 application for foodstore on 0.68ha of site.	2.56 1.88	90 60
Harraby Green Road – Carl 12	1.05	45
Durranhill Road – Carl 13	3.32	65
Land at Carleton Clinic – Carl 14	4.19	100
Land to rear of Hilltop Hotel, London Road/Tree Road	1.18	40
Allocated sites Rural Area: Total 1,428	Area:	Yield:
<u>Brampton</u>		
Land south of Carlisle Road – Bram 1	10.9	200
Land west of Kingwater Close – Bram 2	2.31	65
Land east of Gelt Rise – Bram 3	0.77	25
Land north of Greenfield Lane – Bram 4	5.66	153
<u>Longtown</u>		
Site of former Lochinvar School – Long 1	5.04	136
Site available amended by Cumbria County Council	3.56	106
<u>Burgh by Sands</u>		
Land to the west of, and including, Highfield	0.59	10
<u>Cummersdale</u>		
Land east of Cummersdale Road – Cumm 1	0.38	14
<u>Cumwhinton</u>		
*Land adjacent to Beech Cottage, (12/0856)	0.6	15
Land west of How Croft – Cumw 1	0.76	25

Land north of St John's Hall, B6263 – Cumw 2	0.6	20
<u>Dalston</u>		
Land at Buckabank – Dals 1 Site deleted following grant of pp for 121 houses central Dalston. PP considered sufficient allocation for Dalston, and preferable site.	2.68	–15
*Land between Station Road/Townhead Road	5.4	121
<u>Houghton</u>		
*Land at Hadrian's Camp, (12/0610)	5.1	96
<u>Harker</u>		
Kingmoor Park Harker Estate	10.7	300
<u>Moorhouse</u>		
Land east of Monkhill Road	0.8	10
<u>Linstock</u>		
Linstock North – Lins 1	1.28	10
<u>Rockcliffe</u>		
Rockcliffe East – Rock1 Withdrawn following objections from County Highways. Access severely constrained. Highly unlikely to be resolved.	0.89	20
<u>Rickerby</u>		
Land at Tower Farm	0.8	10
<u>Scotby</u>		
Land to the west of 37-65 – Scotby Road – Scot 1	1.26	–44
Land at north eastern end of village, south of A69, east of Scotby Road.	1.30	44
*Land at Broomfallen Road, (12/0790)	1.5	28
<u>Warwick Bridge</u>		
Warwick Bridge/Little Corby North – Warw 1	1.55	66
<u>Wetheral</u>		
Wetheral South – Weth 1 New site proposed, opposite side of road. More balanced extension to village could potentially be achieved through development on both sides of road.	3.49	98 50
Land west of Steele's Bank	1.6	50

Wreay		
Land west of Wreay School – Wrea 1	1.16	10

The sites allocated under this Policy are detailed in Appendix 1.

Those sites denoted with * have Planning Committee authority to issue planning permission subject to the signing of a S106 agreement.

The backlog is spread over the whole of the Plan period. Allocations and windfalls will be monitored closely and if supply from either declines, additional allocations will be brought forward.

Appendix 2

	Permissions		Comments
	Urban	Rural	
Net Planning Permissions Outstanding as at 01 Oct	3,023	496	
Permissions unlikely to be Developed			
Rome St 2	-49		Contamination issues, however material start has been made
Westrigg/Wigton Rd	-10		PP for 30, now expected to be 20
Adj Suttle House	-41		Stalled site which has a revised application for a Care Home
Adjustment for Phasing			
Morton	-570		1 st phase delivery of 255 out of 825
Crindledyke	-666		1 st phase delivery of 184 out of 850
Permissions with Authority to Issue			
Broomfallen Road, Scotby		28	
Hadrian's Camp		96	Outline - Indicative figure
Beech Cottage, Cumwhinton		18	
Townhead Road. Dalston		121	
Former Dairy, Hollywell Crescent	66		Outline - Indicative figure
Land bounded by Hammonds Pond	318		
Adjusted Net Planning Permissions	2,071	759	
Allocations	1,134	454	Proposed allocations in Draft Plan excluding AUTI in first 5 yrs
SUMMARY			
Adjusted Planning O/S Permissions	2,071	759	
Delivery from Allocations	1,134	454	
Windfall	272	153	50 x 1.5yrs; 100 x 3.5 yrs 64% urban; 36% rural
5 Year Supply	3,377	1,366	Requirement 3,432 and 1,063