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## 1 Introduction and scope

1. The Allerdale Local Plan must facilitate enough homes in appropriate locations to help support sustainable development and achieve our wider aims and objectives. The policies and strategy of the Plan are crucial to guiding Allerdale's growth over the plan period.
2. The plan policies have been developed using up-to-date and robust evidence to ensure that our vision and objectives can be achieved. The principal aim of this housing topic paper is to set out the background and evidence used to determine a suitable housing requirement for Allerdale Local Plan Area over the period of the emerging Local Plan 2011-2028. It considers the policy context to setting housing requirements, recent demographic and development trends and other factors that influence housing need and demand, together with potential methodologies for setting a housing requirement. The paper also provides a consideration of the housing land supply and the proposed strategy and policies in the Local Plan.
3. This topic paper has been produced to provide a clear link between the extensive evidence and the housing growth target outlined within the Local Plan. This topic paper does not attempt to detail every matter with regard to housing provision. There are a number of other evidence base studies and reports which this paper refers to, that are used to justify and provide evidence for the Local Plan policies and strategy. These include:
  - Strategic Housing Market Assessments (SHMA)
  - Strategic Housing Land Availability Assessment (SHLAA)
  - Annual Monitoring Report
  - Viability Study (2010) and Viability Update (2011)
  - Allerdale Housing Strategy 2012 – 2015
  - Gypsy and Traveller Study
  - Cumbria Extra Care Housing Strategy 2011 - 2029
4. The Council has produced a series of topic papers that support the Allerdale Local Plan (Part 1) Pre-Submission Draft, including an additional housing paper explaining the development of the Allerdale Spatial Strategy.

## 2 National, regional and local policy

5. Increasing the supply of housing is a key aim of Government policy. This is central to strategy for economic growth, as well as key to ensuring that the needs of the growing population is addressed now and into the future. Through developing local plans and managing sustainable development planning has an important role in ensuring that enough housing is built to meet objectively assessed needs for market and affordable housing.

### 2.1 National Planning Policy Framework (NPPF)

6. The Government published the National Planning Policy Framework (NPPF) on 27 March 2012, replacing all Government planning policy and guidance in this area. The Framework is a key part of the Government reforms to make the planning system less complex and more accessible, while also seeking to protect the environment and promote sustainable growth.
7. The purpose of planning is to help achieve sustainable development. Sustainable development is about making sure that people can satisfy their needs in the present, while ensuring that future generations can also look forward to the same quality of life.
8. The Framework establishes that meeting the objectively identified housing need as one of the twelve core principles of the planning system (*paragraph 17*). A central part of achieving sustainable development is ensuring that we have enough homes to meet the current and future demand. Furthermore, in Chapter 6 '*Delivering a wide choice of high quality homes*' the NPPF stresses the need to encourage house building and significantly boost the supply of quality housing. In order to facilitate this local planning authorities are expected to;

*'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...'* (*paragraph 47*).

9. The Framework goes on to suggest that Local Plans '*should be aspirational but realistic*' (*paragraph 154*) and set out strategic priorities such as policies to deliver the homes that are needed to ensure sustainable economic development (*paragraph 156*). Additionally, in *paragraph 159* it sets out the evidence required to enable the local planning authority to have a '*clear understand of the housing needs in their area*' including an understanding of the scale of demand taking in account household and population projections.

## **2.2 Regional Spatial Strategy**

10. The Government announced its intention to delete the Northwest Regional Spatial Strategy (RSS) in July 2010. On 24 April 2013 the Secretary of State confirmed the Parliaments intention to officially revoke the Regional Strategy for the North West, on 20 May 2013. The revocation of the RSS means that through the Local Plan, Allerdale Local Planning Authority has the responsibility to establish the level of local housing provision that is right for our area, and objectively identify a long-term supply of housing land without the regional targets.
  
11. However, the North West Regional Spatial Strategy contained a policy that set out the target for additional housing, expressed as both the total number of housing to be provided over the plan period (2003 to 2021) and the annual average rates of housing provision for Allerdale. The RSS required Allerdale to make provision for a minimum of 4,800 additional dwellings over the plan period, at an average of 267 dwellings (net dwelling gain) per annum. As RSS targets were based on the best available evidence at the time reflecting the then current (2005) household projections and as the more recent 2008 projections did not significantly change, it could be suggested that the RSS targets represent a good starting point for any assessment of how much house building is required.

### 3 Demographic Context

16. In order to create successful policy we must ensure that our Local Plan is based on up-to-date, robust evidence. The housing requirement is a key element that we need to establish, taking account of household and population projections, including migration and demography change in order that we plan for the correct quality of housing to meet the needs of current and future communities of the Borough.

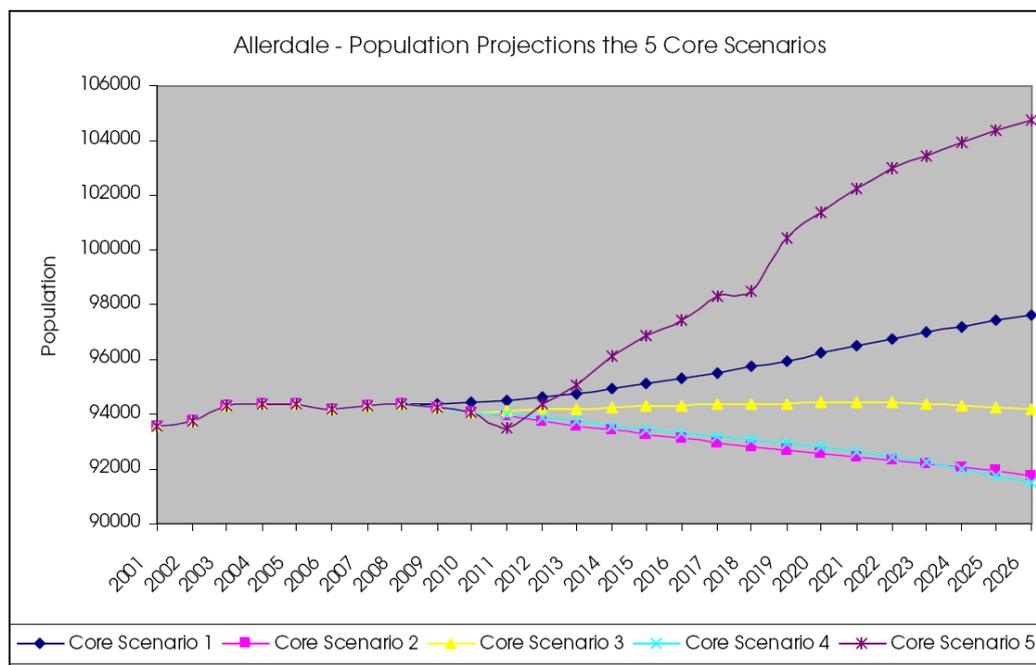
#### 3.1 Population projections

17. The *West Cumbria Evidence Base Projections paper – Projecting Employment and Housing Change* was produced in 2012. These economic and demographic projections form an important element of the Allerdale Local Plan evidence base and provide the data that informs the housing requirements in Allerdale over the Plan Period. The projections paper was produced jointly with Copeland Borough Council to support the West Cumbria Economic Blueprint which aims to take forward and update the Energy Coast Master Plan.
18. The projections were developed by Cumbria County Council and Experian using the 'POPGROUP' model, and based on assumptions using both more up-to-date and localised inputs than the 2008-based projections.

##### 3.1.2 Results

19. There are five scenarios modelled;
  1. **'ONS 2008 based'** - this dataset is presented as a benchmark against which to compare alternative scenarios.
  2. **'zero net migration'** – the balance between births and deaths;
  3. **'5 year migration'** - a trend-based projection based on migration continuing as it had been over the last 5 years (reflects recent lower levels of migration and some reversal);
  4. **'10 year migration'** - a ten year migration trend (reflects a period of economic growth and high in migration especially from new EU member countries);
  5. **'employment-constrained'** (based on 5 year migration population scenario, and 'baseline' job forecast – assumes job growth in Allerdale and resultant in-migration but contraction in Copeland led by Sellafield decommissioning),
20. The figures are summarised for Allerdale as follows, and provide a range of population projections. As can be observed the population change varies greatly between scenarios suggesting a level of uncertainty related to demographic and economic change.

**Figure 1: Allerdale population projections**



Source: Cumbria County Council, GVA, 2011

21. The projections suggest that the number of households is expected to increase considerably over the next few decades. This growth is driven by changing demographics (life expectancy, family size) as well as a projected increase in population to support economic growth. Depending on the scenario the number of households in Allerdale is expected to increase by 1,100-7,200 (see the figure below). The majority of this growth is expected to be in smaller one and two adult households, while the employment based forecast is the only version to suggest an increase across all household types.

**Figure 2: Projected household type**

Household Type	CS 2 Zero net Migration	CS 3 10 yr Migration-trend	CS 4 5 yr Migration-trend	CS 5 Employment baseline
One person	1,697	2,232	1,877	3,600
Couple/Mixed Adult	840	1,803	1,350	3,205
Family	-1,357	-1,301	-1,561	355
Others	-93	-26	-57	75
Total	1,087	2,708	1,610	7,236

Source: GVA, Cumbria County Council, 2011

22. The projections paper also developed a dwelling requirement for the Borough for each of the scenarios outlined above in addition to an extra scenario building in the predicted effects of Nuclear New Build. All scenarios suggest an increasing need for dwellings driven by a range of factors such as population growth, changing household composition and decreasing household size. The projected dwelling requirement and an annualised total are listed in the table below.

**Figure 3: Annualised dwelling requirement**

Scenario	Projected dwelling requirement	Dwelling requirement per year		
		West Cumbria	Allerdale	Copeland
CS2 - Zero net migration	2,837	189	75	114
CS3 - 5 year migration trend	3,340	223	111	112
CS4 - 10 year migration trend	5,277	352	186	166
CS5 - Employment baseline	9,230	615	497	118
Nuclear New Build (NNB)	11,046	736	516	220

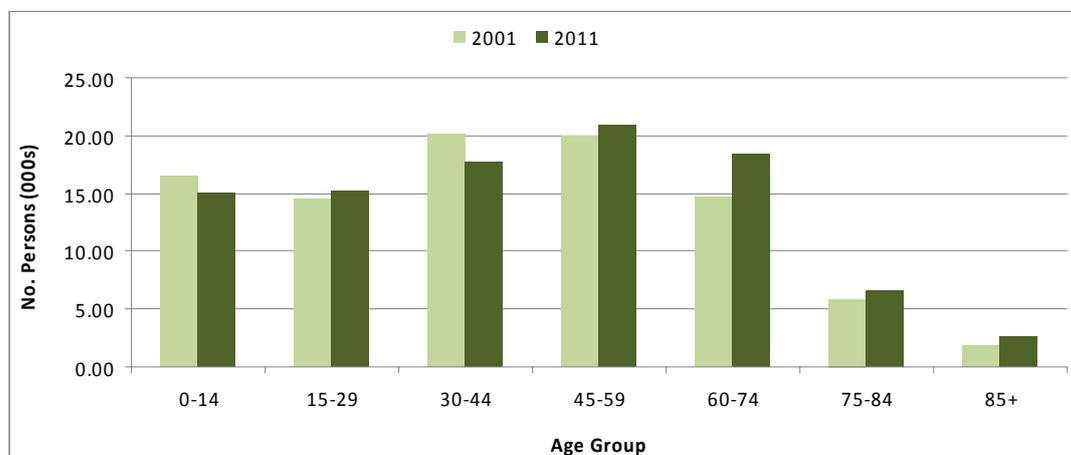
23. The projections paper provides up-to-date and robust evidence that is required by the NPPF to enable the development of a housing target in the Allerdale Local Plan.
24. It should be noted that the economic projections for West Cumbria are workplace based and therefore the high level of growth suggested by this approach (CS5 and NNB), results from harmonising the working age population required to meet the anticipated employment growth. Essentially, the population of the District is predicted to age significantly over the plan period, and when this is coupled with the forecast growth of 1,300 jobs during the same time there are implications for the availability of people of working age to fill the jobs created. The forecasting model assumes that this shortfall in the workforce will be filled by people moving into the area, thus increasing the demand for housing. It is recognised that in practise migration from outside is likely to be tempered by commuting from neighbouring authorities, especially Copeland where the modelling suggests substantial job losses in the nuclear sector.

### **3.2 ONS Census 2011**

25. According to the 2011 Census the total population of Allerdale Borough was 96,422 a rise of over 3% since 2001. As well as an increase in population there has also been a change in the demographic structure

with an increase in the number and proportion of the population aged 60 and over (see figure below).

**Figure 4: Resident population 2001 & 2011, broad age group**



Source: Office for National Statistics

26. Furthermore, according to the 2011 Census the total number of households within the Allerdale Borough was 42,345, again representing a rise from the 2001 census.

### 3.3 ONS Projections 2011

27. The Department for Communities and Local Government published the latest national statistics on the projected number of households in England and its local authority districts to 2021 on 9 April 2013. These provide the basis for POPGROUP and offer an alternative and up-to-date indication of the likely population and household growth up to 2021. While the projections provide a useful baseline scenario, they do not offer users the flexibility to adjust or add any further assumptions about what may happen in the future, for example: the implications of local planning restrictions/developments; decline/growth of the local economy; or, longer / shorter term trends in birth, death and migration rates.
28. According to the figures, by 2021 Allerdale will have over 43,600 households which represent a rise of 3% over the ten year period. This growth level is lower than that suggested at county level and more than three times lower than the national growth level. Importantly the growth level in Allerdale is less than half the level suggested by the 2008 based forecasts, having clear implications for the growth outlined by the former RSS. The table below details the forecasts that are suggested.

**Figure 5: Projecting household change 2011 to 2021**

	Households 2011	Households 2016	Households 2021	Total Change	Change (%)	Change (% (2008 based)
England	22,102,236	23,215,191	24,307,495	2,205,260	10%	11%
Cumbria	221,896	226,889	231,368	9,472	4%	8%
Allerdale	42,317	43,005	43,621	1,304	3%	7%

Source: Office for National Statistics

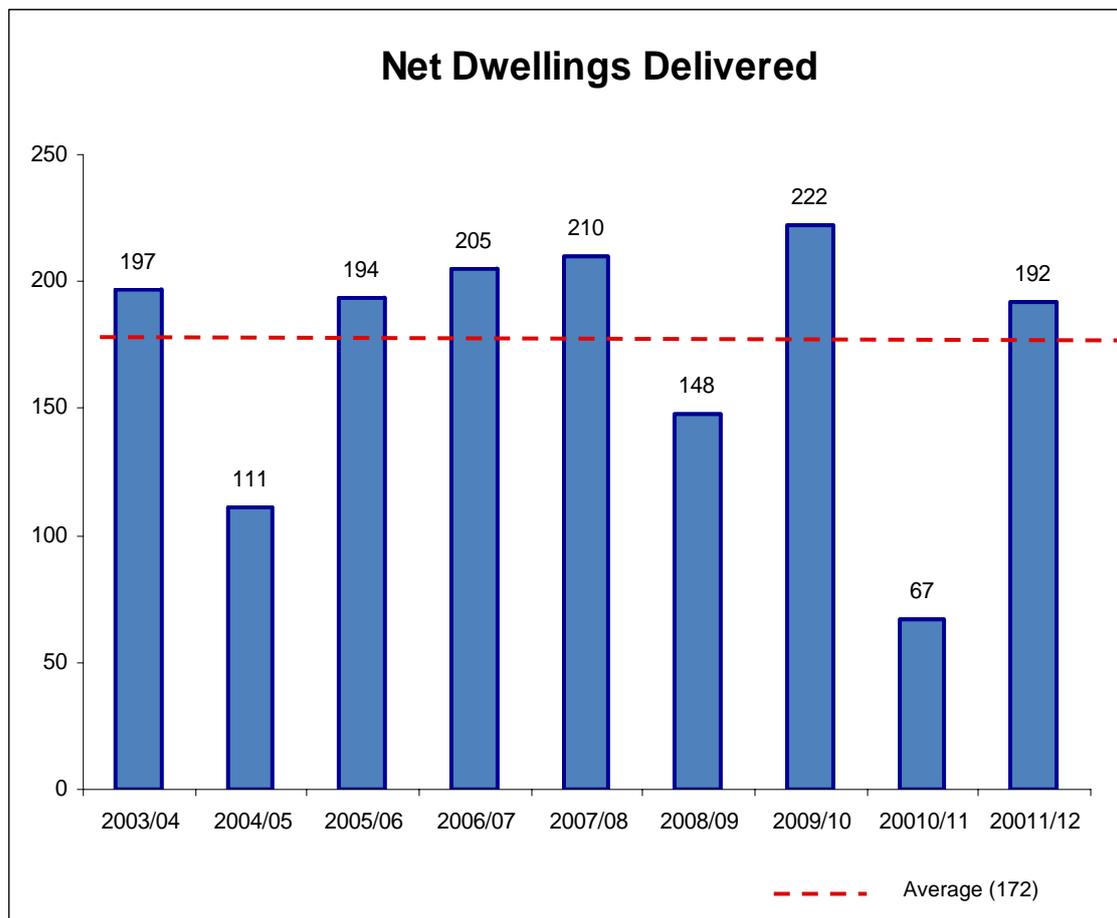
29. Furthermore, as with previous projections much of the growth is expected to come from a continuing decline in household size combined with

## 4 Past Delivery

### 4.1 Housing Completions

30. The table below sets down the net dwelling completion rate since the beginning of the RSS plan period (2003/04). The delivery has varied across time period as numbers of completions and demolitions fluctuated, however, it is clear that Allerdale has consistently missed the former RSS target (of 267) since it was established. The fluctuation is emphasised by the two year period 2009/10 to 2010/11 where the maximum and minimal level of delivery were recorded. Over the period an average of 172 dwelling were delivered per annum.

**Figure 6: Net dwellings delivered**



Source: Allerdale Annual Monitoring

31. Housing Completions provide a reflection of past policy, market demand and an indication of the capacity of local development industry.

## 5 Affordable Housing

32. Provision of affordable housing is a key aim of the Plan and therefore when considering the number of housing that Allerdale needs it is important to consider the implications of the Strategic Housing Market Assessment (SHMA).

### 2.1 Affordable Housing Need

33. This section presents an estimate of the net annual housing need, the type and proportion including those in need likely to be in a financial position to pursue some form of intermediate tenure. When considering these figures it is important to bare in mind that the SHMA is not intended to provide definitive estimates of housing need, demand and market conditions. They aim to provide insights into how housing markets operate both now and in the future in order to inform future policy decisions and as such they must be treated as evidence and interpreted carefully.
34. The table below summarises the housing need with in the Allerdale Local Plan Area.

**Figure 7: Annual housing need 2011**

Housing Market Area	Annual Need (households)	Total Need over 5 years (2011 – 2016)	Socially Rented	Intermediate
Workington and Maryport	106	529	80%	20%
Cockermouth	39	195	70%	30%
Wigton	36	182	60%	40%
Allerdale Local Plan Area	181	907	74%	26%

Source: Allerdale Housing Needs Survey

35. The assessment of need revealed a total annual requirement for and additional 181 affordable homes in order to meet needs across the Plan Area. The level of need varies considerably between parishes reflecting the local situation and housing markets.
36. The tenure of need varies across the HMAs, however in all areas there is a greater need for affordable rented accommodation ranging from 81% in Maryport and Workington HMA, 70% in Cockermouth and 60% in Wigton HMA.
37. It is important when considering these ‘headline’ figures to investigate both the spatial variation of need and the requirement identified for each property type in order to get a more informed understanding. Across Allerdale the majority of affordable need is for smaller 1 or 2

bedroom dwellings, while within the Cockermouth HMA there is a more pronounced requirement of these types of dwellings.

**Figure 8: Need by type (2011)**

Housing Market Area	Total Affordable Need (over 5 yrs)	1 - 2 Bedroom (General Need)	3 - 4 Bedroom (General Need)	5 + Bedroom (General Need)	1 - 2 Bedroom (Elderly Need)
Workington and Maryport	529	55%	39%	0%	6%
Cockermouth	195	65%	27%	2%	6%
Wigton	182	55%	39%	1%	5%
Allerdale Local Plan Area	906	57%	37%	1%	6%

Source: Allerdale Housing Needs Survey

## 5.2 Open Market Housing Need

38. The table below sets out evidence that was collected during the Allerdale Housing Needs Survey. This suggests that there is a need for all types of open market housing, and in particular, there is a need for larger 'family' homes especially within the Maryport and Workington, and Cockermouth HMAs. Evidence also suggests that there is a considerable need for smaller homes to fulfil the needs of older people, with a particular focus on the Wigton HMA.

**Figure 9: Open market need by type (2011)**

Housing Market Area	Total Open Market Need (over 5 yrs)	1 - 2 Bedroom (General Need)	3 - 4 Bedroom (General Need)	5 + Bedroom (General Need)	1 - 2 Bedroom (Elderly Need)
Workington and Maryport	1,301	35%	52%	0%	13%
Cockermouth	85	29%	56%	5%	9%
Wigton	88	32%	42%	0%	26%
Allerdale Local Plan Area	1,474	34%	51%	1%	14%

Source: Allerdale Housing Needs Survey

## 6 Housing Land Supply

39. In order to set a realistic level of growth the Council must be confident about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

### 6.1 Strategic Housing Land Availability Assessment

40. The Allerdale Strategic Housing Land Availability Assessment (2013) identified sites capable of providing a total of 9,099 dwellings. Of this it was concluded that 3,157 were 'deliverable', with a further 5,942 in the 'developable' category. On this basis the adequacy of supply can be summarised against a range of scenarios, including the lowest and highest, as follows.

**Figure 10: Housing land supply**

	Annual requirement	Plan Period Requirement (2011-2028)	Supply of 'Deliverable' plus 'Developable' (9,099) to meet the full Plan Period requirement	First 5 years requirement (including 20% buffer <sup>1</sup> )	Supply of 'Deliverable' (3,157) to meet first 5 year requirement
RSS	267	4,539	✓	1,602	✓
CS2 - Zero net migration	75	1,275	✓	450	✓
CS3 - 5 year migration trend	111	1,887	✓	666	✓
CS4 - 10 year migration trend	186	3,162	✓	1,116	✓
CS5 - Employment baseline	497	8,449	✓	2,982	✓
Nuclear New Build	516	8,772	✓	3,096	✓

41. The figures from the latest SHLAA (2013) suggest that there is a good level of housing land supply for the whole plan period.

<sup>1</sup> NPPF paragraph 47

## 7 Setting a target

### 7.1 Housing requirement

42. The Local Plan sets a realistic yet aspirational target of 5,168 dwellings over the plan period 2011-2028. This equates to an annual requirement of 304 dwellings.
43. The housing requirement was developed taking into account;
- Demographic and economic projections
  - Past delivery
  - Other policy imperatives such as affordable housing
  - Availability and viability of land delivery
  - Capacity of the construction industry to deliver and the level of market demand.
44. The target is taken from the mid point between household growth projections set out in scenarios CS3 and CS5 (i.e.  $111+497/2 = 304$ ). This was considered to be the most appropriate approach taking into account the issues raised in this topic paper. This approach combines the up to date economic and demographic forecasts in the context of the housing market in Allerdale to present an aspirational, yet realistic housing requirement for the plan period.
45. The following table outlines the main alternatives suggested by the evidence together with an explanation of why it was not selected.

**Figure 11: Growth Options**

Option	Housing Requirement	Reasons for rejection
RSS based	267	<ul style="list-style-type: none"> <li>• Out of date. Based on the 2005 population projections, 2011 suggest lower household growth.</li> </ul>
CS2 - Zero net migration	75	<ul style="list-style-type: none"> <li>• Unrealistic demographic scenario</li> </ul>
CS3 - 5 year migration trend	111	<ul style="list-style-type: none"> <li>• Does not support or include economic forecasts.</li> <li>• Target was exceeded in six of the last seven years.</li> </ul>
CS4 - 10 year migration trend	186	<ul style="list-style-type: none"> <li>• Does not support or include economic forecasts.</li> <li>• Target was exceeded in five of the last seven years.</li> </ul>

Option	Housing Requirement	Reasons for rejection
CS5 - Employment baseline	497	<ul style="list-style-type: none"> <li>• Supports economic aspirations</li> <li>• Almost double former RSS target</li> <li>• Economic projections for West Cumbria are work placed based - high level of growth suggested by this approach in part comes from matching the working age population required to meet the anticipated employment growth in Allerdale. Essentially, as the population of the District is predicted to age significantly over the plan period and when coupled with the forecast growth of 1,300 jobs during the same time this has implications for the availability of people of working age to fill the jobs created. The forecasting model then assumes that this shortfall in the workforce will be filled by people moving into the area, thus increasing the demand for housing. It is recognised that in practise migration from outside is likely to be tempered by commuting from neighbouring authorities, especially Copeland where the modelling suggests substantial job losses in the nuclear sector.</li> </ul>
Nuclear New Build	516	<ul style="list-style-type: none"> <li>• Supports economic aspirations</li> <li>• Modelling of nuclear activities carries a large degree of uncertainty.</li> <li>• Almost double former RSS target</li> <li>• Economic projections for West Cumbria are work placed based - high level of growth suggested by this approach in part comes from matching the working age population required to meet the anticipated employment growth in Allerdale. Essentially, as the population of the District is predicted to age significantly over the plan period and when coupled with the forecast growth of 1,300 jobs during the same time this has implications for the availability of people of working age to fill the jobs created. The forecasting model then assumes that this shortfall in the workforce will be filled by people moving into the area, thus increasing the demand for housing. It is recognised that in practise migration from outside is likely to be tempered by commuting from neighbouring authorities, especially Copeland where the modelling suggests substantial job losses in the nuclear sector.</li> </ul>

46. The Preferred Options Consultation did not raise significant concerns with this approach and therefore, although the latest ONS census and projections have been considered the level of growth was not revised for Allerdale Local Plan (Part 1) Pre-Submission Draft.

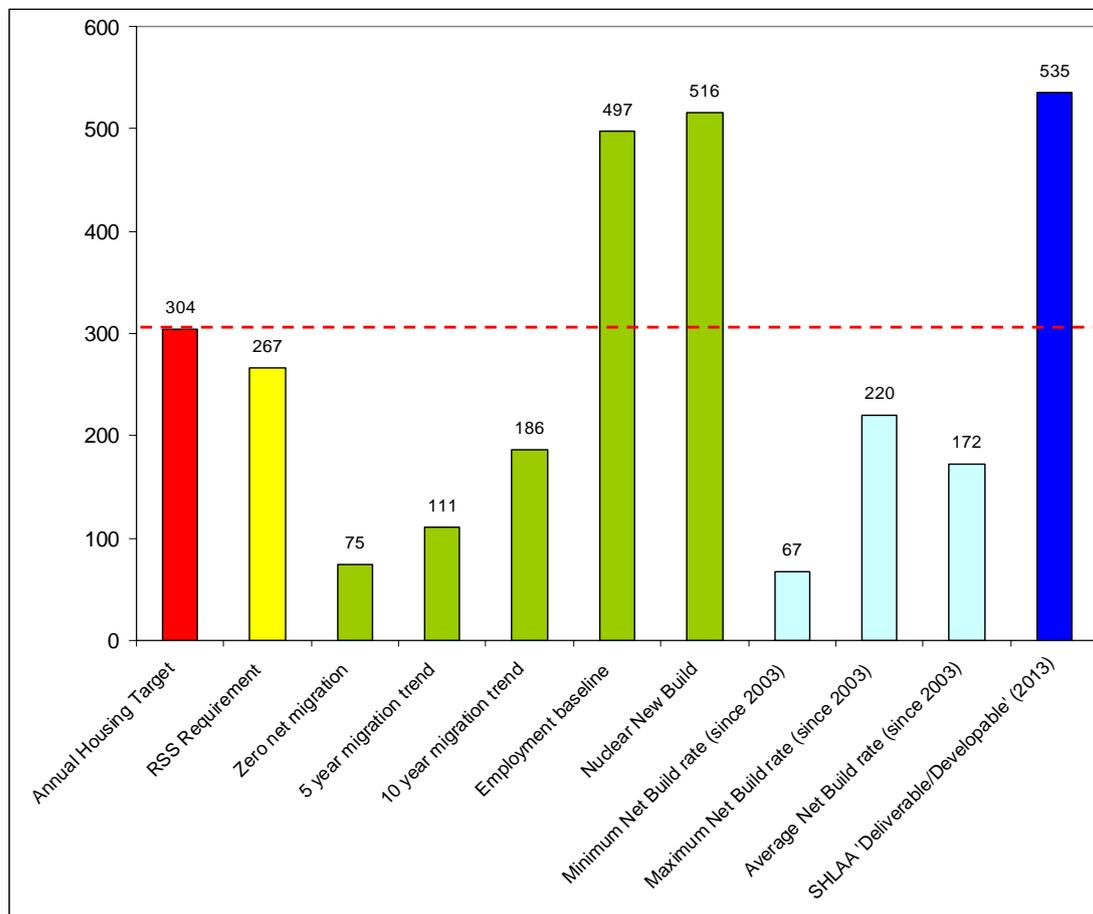
47. The housing growth options were also considered as part of the Local Plan Preferred Options and are set out in Appendix 1 and the Pre-Submission Draft in Appendix 2.

## 7.2 Housing requirement in context

48. The figure below provides a clear summary of the Allerdale Local Plan housing requirement set against the past delivery of housing and the future demand and supply. By setting a target above the former RSS it

allows the flexibility and opportunity to respond to and support growth in the local economy, as well as meeting other policy goals such as the need to maximise the delivery of affordable housing.

**Figure 12: Housing growth in context**



## 7.2 Spatial Strategy and Growth

49. The spatial strategy of the local plan seeks to ensure that the majority of development is located in the existing urban centres that provide the best range of services, employment opportunities and access to public transport. This is considered to be the most sustainable approach as it makes the most use of existing physical, utility and social infrastructure and also reduces the need to travel. Using the proposed distribution of housing growth set out in the Local Plan, the bulk of housing development would be located within the main towns of Aspatria, Cockermouth, Maryport, Silloth, Wigton and Workington.
50. The housing targets based on the proposed distribution of the overall housing growth is set out in the table below for each tier of the settlement hierarchy.

**Figure 13: Housing distribution**

	Share of growth	Plan Period Requirement (2011-2028)	Annual requirement
Principal Service Centre (PSC) - Workington	35%	1,808	106
Key Service Centre (KSC)	39%	2,015	119
- Maryport	12%	620	37
- Cockermouth	10%	517	30
- Wigton	10%	517	30
- Aspatria	4%	207	12
- Silloth	3%	155	9
Local Service Centres (LSC)	20%	1034	61
Rural Villages (RV)	6%	310	18
Total		5,167	304

### **7.3 Affordable Housing and Growth**

39. The provision of affordable housing is an important consideration in developing the housing requirement of 304 new dwellings each year, over the plan period. The housing requirement is for the delivery of both open market and affordable homes across the Local Plan Area.
40. The Strategic Housing Market Assessments (SHMA) identify a need for affordable housing in the Plan Area of approximately 181 dwellings per annum to meet backlog and emerging needs. When placed in the context of the annual requirement of this equates to nearly 60% of the annual housing requirements.
41. Taking into account the viability of providing affordable housing as a proportion of the total units in a market housing development, it is acknowledged that it is rarely possible to deliver a level of affordable housing that will actually meet affordable housing needs. Therefore, it is accepted that the overall housing requirement, developed from household and economic projections as outlined in this paper, will deliver both affordable and market housing, with the majority being market housing.
42. The Allerdale Housing Viability Assessment and Update have been produced to demonstrate the levels at which housing development is capable of being delivered profitably while at the same time providing an appropriate level of affordable housing and tenure mix. The viability of providing affordable housing has been considered in addition to the overall level of need when setting the quotas in the policy.

**Figure 14: Affordable housing and growth**

	Share of growth	Annual Housing requirement	Affordable Housing quota <sup>2</sup>
Principal Service Centre (PSC) - Workington	35%	106	20%
Key Service Centre (KSC)	39%	119	
- Maryport	12%	37	20%
- Cockermouth	10%	30	40%
- Wigton	10%	30	20%
- Aspatria	4%	12	20%
- Silloth	3%	9	20%
Local Service Centres (LSC)	20%	61	25%
Rural Villages (RV)	6%	18	25%
Total		304	

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<sup>2</sup> Flexible approach subject to size thresholds

## Appendix 1 – Preferred Option Policy S5 - Level of growth

### Key issues

- *There is a need to constrain non-essential development in the open countryside*
- *A key aim of the plan is to ensure a geographic spread for both housing and employment development, and maximise access to jobs, service and education*
- *Policies should reduce the need to travel and maximise the use of alternative forms of transport*
- *A central aim of the Plan is to create sustainable mixed communities, address housing affordability*
- *Planning policy should prevent displacement of young people from rural areas, support rural services and deliver housing in smaller rural settlements*

### Introduction

The Spatial Policies of the Core Strategy are central to delivering the Vision and Objectives. These are split into two sections, the level of growth (S5), and the distribution of growth through the Spatial Strategy for Allerdale (S6-9). The level of growth sets out the growth of both housing stock and employment land that is required in order to meet our strategic objectives over the plan period.

#### **S5 Preferred Option - Level of growth**

4560 dwellings (304 per year) and at least 45 hectares of employment land (3 hectares per year)

This level of growth will be distributed in accordance with the settlement hierarchy and role of the settlements within the hierarchy set out in policies S6 and S7 as well as the principles contained in policy S9

Allerdale Borough Council will seek to maintain and review a rolling provision of at least 15 hectares of employment land representing five years' worth of high quality, unconstrained land.

Due to the long term nature of the core strategy the annual average growth figures could be exceeded if justified by evidence of need, demand, infrastructure capacity and fit with spatial strategy. The level of uptake in land will be reviewed annually to ensure that the housing trajectory and employment allocations are responsive to changes in economic and market conditions.

### Sustainability Appraisal

Both the preferred option and the alternatives considered raised a number of areas of uncertainty in terms of impact, these include the impact on landscape, biodiversity,

capacities of existing facilities, services and utilities, use of land, quality of the built environment and generation of greenhouse gas emissions. However, all of these impacts relate more to the final location of development and can be addressed at later stages of the plan making process. The preferred options contained potential strengths against the sustainability objectives and as a result the preferred options were determined to be the most sustainable.

## **Justification of Preferred Option S5**

### **Housing**

The preferred option is based on alternative S5d, below, which combines up to date population, household formation and economic forecasting to provide a more comprehensive approach.

The preferred option proposes a lower level of housing requirement than option four but higher than the Regional Spatial Strategy. In arriving at the proposed level of growth a number of factors have been taken to account:

- The preferred option has taken account of potential land availability and infrastructure capacity to deliver this level of growth.
- It has been set against past levels of house completions which give some guide to the capacity of the construction industry to deliver and the level of market demand.
- The preferred option allows for a rebalance in the age structure of the District's population by accommodating people of working age moving into the area.
- By going above the Regional Spatial Strategy figures it allows the flexibility and opportunity to maximise the delivery of affordable housing and to respond to and support growth in the local economy.

The preferred option has taken as a mid point between alternative options S5c and S5d

### **Employment**

The preferred option is to ensure that there is a flexible rolling five year supply of land available for employment uses. The level of provision for this option is derived from the Employment Land Review Update Report, based on a combination of indicators of the future requirement for different sectors of employment land, and allowing for flexibility and choice within the market. Based on the high estimated requirement it is estimated that 47 hectares of employment land will be required over the plan period, with a rolling 5 year bank of at least 15 hectares. The higher rate land requirement has been used to compliment the overall plan growth strategy and ensure that the Council plan for proposed nuclear new build as well as other development across Allerdale. This target would provide the scope and flexibility to ensure suitable availability of unconstrained employment sites, reflecting the

commercial demand, in addition to the future aspirations of the Energy Coast and Council priorities.

The spatial strategy is central to the delivery of future development in terms of housing and infrastructure and so it follows that employment land growth be directed using the same strategy. The growth strategy, settlement hierarchy and spatial strategy is central to success of the plan and in the achievement of the plans strategic objectives. It is important when developing and delivering this option that provision is made for employment land serving all of Allerdale while ensuring the most sustainable pattern of growth. One drawback of this approach is that it does not plan for exceptions to spatial strategy or businesses requiring specific locations.

## Compliance with other policies and strategies

Strategic Objectives	SO1a, SO1e, SO2b, SO2c, SO3d, SO4a
National Planning Policy Framework	1 - Building a strong, competitive economy, 11 - Conserving and enhancing the natural environment; Plan Making.
Sustainable Community Strategy	6.1, 6.2, 6.3, 6.4, 6.5
The Allerdale Council Plan priorities	1, 2
Evidence Base	Projections Paper – Projecting Employment and Housing Change (2011), Annual Monitoring Report, Allerdale’s Strategic Housing Market Assessments 2011, Employment Land and Premises Review 2009, Employment Land Review Update 2011, Strategic Housing Land Availability Assessment,

## Alternative policy option

### Housing

#### **S5a Regional Spatial Strategy option- 267 dwellings per year**

This option would be to continue with the 267 dwellings per year as set out in the former Regional Spatial Strategy. The Regional Spatial Strategy figure was based on 2005 household projections.

#### **S5b Ten year migration trend- 186 dwellings per year**

This approach is trend based and projects forward a continuation of recent historical demographic change. This scenario considers the long term ten year trend of migration change, going back from 2009/10. Across West Cumbria this historical long-term trend has been positive, with particular high levels of internal migration in the first three years of the last decade. Importantly when examining the build rate in the last seven years this annual housing requirement was exceeded in five of them

#### **S5c Five Year migration trend- 111 dwellings per year**

This option is identical in approach to the ten migration option except that it takes the more recent five year trend migration data and weights to the more recent year's data. This has an important impact as the last two years 2008/2009 and 2009/2010, have both seen a reversal in total migration. This has the effect of a projected decrease in population in Allerdale. In terms of past build rates this housing target was exceeded in six of the last seven years.

#### **S5d Employment constrained forecast- 497 dwellings per year**

This option aligns the baseline economic forecast with the population changes contained in the five year migration scenario. The high level of growth suggested by this approach comes from matching the working age population required to meet the anticipated employment growth in Allerdale. Essentially, as the population of the District is predicted to age significantly over the plan period coupled with the forecast growth of 1,300 jobs during the same time this has implications for the availability of people of working age to fill the jobs created.

The forecasting model then assumes that this shortfall in the workforce will be filled by people moving into the area, thus increasing the demand for housing. In addition to accommodating workers moving in to the area there is also a housing need arising from the trend towards smaller or single person households due to an increasingly elderly population or family break up.

#### **Employment**

##### **S5e No specified allocation provision**

An alternative approach would be to not include a policy allocating a supply of employment land and maximise flexibility, with the market having full control over provision. This option was rejected as it would be unlikely to conform to national policy, and the Council would have no method to ensure that land was available in areas throughout the Borough following the spatial strategy and the aims and objectives of the core strategy. Furthermore, the Council would be unable to monitor and maintain effective levels of all employment land types, which could lead to shortage and inefficient development over the plan period.

##### **S5f Lower employment requirement**

In this approach the Core Strategy would allocate land for employment at a rate based on the lower rate of employment land requirement suggested by the Employment Land Review Update Study. This would translate to 35 hectares of land allocated over the plan period. This method was not selected as the preferred option as it would lack aspiration and fail to cater for market flexibility and choice. Furthermore, this approach would not support the level of housing growth outlined in the plan. It is considered that better alternatives were available and recommended within the employment land study that both factor in future needs of new and expanding business, and so would help facilitate the aspirations and requirements of the economic strategy for West Cumbria.

**S5g Unrestricted approach to employment land**

This general option to the provision of types of employment land would seek to provide an unrestricted approach to employment land, allowing maximum flexibility, with the market given full control. This was rejected as it would result in development contrary to the spatial strategy and not result in the most sustainable pattern of growth. Furthermore, the approach would result in haphazard development without the necessary infrastructure to support it, and could result in the loss and dilution of important and strategic sites, which would cause further difficulties to achieving the aims and objectives of the Core Strategy.

## Appendix 2 – Allerdale Local Plan Pre-Submission Draft - Policy S3 Spatial Strategy and Growth

64. S3 sets the framework for development across the Plan Area, outlining the Council’s approach to the scale, location and distribution of growth. It defines the settlement hierarchy, which sets out the role of settlements, including the form and scale of development that would be expected within the towns and villages and what is acceptable in the open countryside.

### **S3 Spatial Strategy and Growth**

Provision will be made for the delivery of at least 5,167 net additional dwellings and at least 51 hectares of employment land over the plan period 2011 - 2028.

- Residential development will be phased and managed according to the Housing Trajectory in order to meet at least an annual average net additional dwelling requirement of 304 dwellings per annum and to maintain a rolling five year supply of housing land;
- The Council will seek to maintain and review a rolling supply of high quality employment land.

Due to the long term nature of the Local Plan the annual average growth figures could be exceeded if justified by evidence of need, demand, infrastructure capacity and fit with spatial strategy. The level of uptake of land will be reviewed annually to ensure that the housing trajectory and employment allocations are responsive to changes in economic and market conditions.

New development will be located in accordance with the spatial strategy and will be concentrated within the towns and villages identified in the settlement hierarchy. The scale of development proposed will be expected to be commensurate to the size of the settlement and reflect its position in the settlement hierarchy.

Principal Centre	Workington (including Harrington, Seaton, Siddick and Stainburn),		35%
Key Service Centre	Maryport		12%
	Cockermouth		10%
	Wigton		10%
	Silloth		3%
	Aspatria		4%
Local Service Centre	Abbeytown, Allonby, Brigham, Broughton, Broughton Moor, Dearham, Flimby, Great Clifton, Kirkbride, Prospect and Thursby	In combination up to	20%
Limited	Blencogo, Blitterlees, Branthwaite,		

Growth Villages	Bridekirk, Bolton-Low-Houses, Bothel, Crosby, Dean, Eaglesfield, Fletchertown, Glasson, Gilcrux, Greysouthen, Ireby, Kirkbampton, Little Clifton/Bridgefoot, Mawbray, Newton Arlosh, Plumbland, Skinburness, Tallentire	In combination up to	6%
Infill/Rounding Off Villages	Anthorn, Blennerhasset, Bowness-on-Solway, Broughton Cross, Camerton, Crosby Villa, Deanscales, Dovenby, Hayton, Langrigg, Little Bampton, Mockerkin, Oughterside, Oulton, Papcastle, Pardshaw, Parsonby, Port Carlisle, Torpenhow, Ullock, Waverton, Westnewton		

**Figure 15 Settlement Hierarchy**

Proposals outside of defined settlements, including those adjacent to Infill/Rounding Off Villages, will be limited to:

- a) Housing essential for rural workers in the operation of a rural based enterprise;
- b) Housing following the rural exceptions policy;
- c) An appropriate diversification of an existing agricultural or land based activity;
- d) The optimal viable use of a heritage asset or appropriate enabling development to secure the future of heritage assets;
- e) A recreation or tourism proposal requiring a countryside location;
- f) Facilities essential to social and community needs;
- g) The replacement of an existing dwelling;
- h) A suitably scaled extension to an existing building;
- i) The conversion or reuse of a suitable existing building;
- j) Other development requiring a countryside location for technical or operational reasons.

65. Allerdale is a predominantly rural area and all its communities have a role in sustainable growth. The level of growth and spatial strategy will ensure that the majority of development will be located in the existing urban centres that provide the best range of services, employment opportunities and access to public transport. This makes the best use of existing infrastructure, reduces the need to travel and ensures the ongoing sustainability of these centres. In order for smaller rural settlements to remain sustainable there needs to be opportunities for appropriate small-scale development in order to help meet the local need for housing and employment outside the main centres.

### **Role of Settlements**

66. Policy S3 sets out the five tiers of the settlement hierarchy:

- a) Principal Service Centre
- b) Key Service Centres
- c) Local Service Centres
- d) Rural Villages
  - i) Limited Growth Villages
  - ii) Infill/Rounding Off Villages

67. The defined settlements within the hierarchy of the Plan Area serve different roles. These roles have been identified through an assessment of their individual characteristics and functional relationships with their surrounding area.

#### Principal Centre

68. Focus for major new development in Allerdale. This top-level of the tier will support significant housing growth often delivered in large sites. This tier is central to the delivery of other policy aspiration such as affordable housing over the plan period. The principal centre will have the widest range of services in terms of public transport, employment, retail, education and leisure facilities. Approximately 35% of the growth will be directed to the Principal Service Centre.

#### Key Service Centres

69. These towns offer a wide range of services and function as service centres for a wider rural hinterland. Housing growth will often be large scale, dependent on the attributes of the centre; delivery will often be in large to medium sites. These settlements have the ability to serve day-to-day needs of local and surrounding residents and offer a varied range of employment land to meet the needs of local and regional businesses. In combination the Key Service Centres (KSCs) will receive approximately 39% of the growth.

#### Local Service Centres

70. This tier consists of larger villages with a more limited range of services, but all have a school, shop and public transport. These villages would accommodate a smaller scale of housing development that will help contribute towards maintaining the vitality of the settlement. In addition a small level of employment land may be required to meet local needs for small flexible premises and shared facility units such as workhubs. In combination the Local Service Centres (LSCs) will receive up to 20% of the growth.

#### Rural Villages

71. In the settlements identified as villages, a limited level of development will be supported in order to help retain the vitality of these communities. This level of the hierarchy is split into two further categories; Limited Growth Villages and Infill/Rounding Off Villages;

**Limited Growth Villages:** New housing and employment will be restricted to small-scale development within the designated settlement boundary.

**Infill / Rounding Off Villages:** Very small scale development may be appropriate to respond to local needs and to contribute to the vitality of rural communities. For this level of the hierarchy settlement limits will be removed and development will be directed by criteria in Policy S5 for very small scale rounding off and infill plots. These plots are expected to be appropriately sized, unless the proposal is to deliver affordable housing in accordance with Policy S9 (Rural Exception Sites).

72. Rural and Community services will be protected and enhanced, while employment opportunities will be small scale to meet appropriate needs while alternative provision such as live work units and small hubs will be encouraged.
73. Rural Villages (Limited Growth and Infill/Rounding Off) will receive a share of up to 6% of growth.

#### The Countryside

74. In an exception to the spatial strategy, Policy S3 allows for certain types of development in the open countryside and villages/hamlets not named in the above hierarchy. The specific cases are listed in the policy and further detail provided throughout the Local Plan.

#### Cross Boundary issues

75. Through the Lake District National Park's Core Strategy (CS18) there is the opportunity for the housing need identified in the parishes of Boltons, Westward, Sebergham and Castle Sowerby to be delivered within specific adjoining parishes within the National Park, provided the occupant of the new homes meet the local connection criteria and any other occupancy requirements. Caldbeck is designated as a rural service centre in the National Park's Core Strategy and would be a focus for such development. All new housing approved under policy LDNP CS18 would be subject to occupancy restrictions.
76. Applications for new housing within the Allerdale Planning Authority area of these parishes will be subject to policies within the Allerdale Local Plan.

#### **Housing Allocations**

77. S3 sets out the strategy to deliver 304 dwellings per year, representing an aspirational, yet deliverable target. The policy provides an indication of the growth across the different settlements in the Plan Area. The figures for the Principal and Key Service Centres are not ceilings and will be fully assessed in the Site Allocations DPD. When allocating housing numbers the Council will consider the housing requirement in the context of current housing commitments, together with a windfall

rate of 10% and lapse rate of 20%. The Site Allocations DPD will be developed with communities and stakeholders and will be subject to separate consultation.

78. The Council will seek to maintain five years worth of deliverable housing sites against their housing requirement with an additional buffer of 20% (given the past delivery of housing in the Plan Area) to provide a realistic and achievable supply that will help ensure choice and competition in the land market.
79. The Site Allocations DPD will identify specific sites to accommodate the broad distribution of housing and employment growth set out in the spatial strategy. Furthermore, the DPD will review settlement boundaries and revise them as appropriate to the settlement role in the hierarchy and the level of growth that can be accommodated. Revision of boundaries will be undertaken in consultation with communities and stakeholders, the allocation of growth between settlements and of individual sites, will amongst other things, take into account;
- The Local Plan strategy, especially the growth targets set out in S3;
  - Policy requirements, such as the need to deliver affordable housing;
  - The availability of appropriate land as identified through the Strategic Housing Land Availability Assessment (SHLAA) as being suitable for development, and sites submitted to the allocations process;
  - Infrastructure requirements and constraints;
  - Key constraints such as the natural environment (including Natura 2000 sites), landscape, the historic environment;
80. The settlement boundaries show the area where development should be encouraged. There is a strong presumption against proposals outside the defined limits of development of the Principal Service Centre, Key Service Centres, Local Service Centres, Limited Growth Villages and adjacent Infill / Rounding Off Villages in accordance with Policy S5.

### **Employment Allocations**

81. Evidence from the joint West Cumbria Employment Land and Premises Study (2008) and subsequent update (2012) suggests that in Allerdale there is a projected need for 60 ha (B1 10.7ha, B2 34.0ha and B8 15.8ha) of land between 2011-2030. Given the importance and concentration of land at Lillyhall and several other large sites located across Workington, and in order to respond to future requirements and meet the needs of the whole Plan Area, the Plan will use the evidence as a base and allocate 'at least' 51 ha of land for the plan period.
82. The level of growth will be allocated across each tier of the settlement hierarchy based on the role and size of the settlement as well as its

environmental and infrastructure capacity. This will be considered during production of the Site Allocations DPD.

83. In order to meet both strategic and local needs, employment land will be distributed across the Plan Area broadly following the pattern outlined in Policy S3, taking into account:
- Role and size of the settlement;
  - Infrastructure requirements and capacity;
  - Key constraints such as the natural environment (including Natura 2000 sites), landscape, the historic environment;
  - The importance of the current strategic and successful employment sites to the overall strategy for Allerdale’s economic future;
  - The existing pattern of supply;
  - The need for flexibility, choice and churn in the market.
84. The Employment Land Review Update (2012) suggested there are 100 ha of available employment land across the Plan Area. Therefore, it concludes that there is scope for de-allocation of poorly performing sites and those that no longer meet the needs of modern business. Policy S12 provides further details on this process.

National Planning Policy	NPPF paragraphs 17 to 22, 28, 29, 30, 47 to 49, 54, 55
Local Plan Strategic Objectives	SO1a, SO1c, SO1d, SO1g, SO2b, SO2c, SO3b, SO3c, SO3d, SO4a, SO4b
Allerdale Council Plan Priorities	1, 2, 4, 5
Sustainable Communities Strategy	6.1, 6.2, 6.3, 6.4, 6.5
Evidence Base and other relevant documents and strategies	North West Regional Spatial Strategy (2008), Allerdale’s Strategic Housing Market Assessments (2011), Projections Paper – Projecting Employment and Housing Change (2011), Viability Assessment Update (2011), Allerdale Housing Viability Study (2010), Allerdale Strategic Housing Land Availability Assessment (2013), Survey of town and village services (2011), West Cumbria Employment Land and Premises Review (2009), Employment Land Review Update (2011), West Cumbria Economic Blueprint: Realising the Potential of Britain’s Energy Coast (2012), Britain’s Energy Coast -Investment Strategy: Nuclear Topic Paper (2011)