



# HOUSING LAND SUPPLY

POSITION STATEMENT - AS OF 31 MARCH 2011



CARLISLE  
CITY COUNCIL



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**local development framework**

Images courtesy of; Charlie Hedley.

## INTRODUCTION

This statement sets out the housing land supply position as at 1<sup>st</sup> April 2011. The Carlisle District Local Plan 2001-16 was adopted in September 2008 and sets out housing land allocations. The Local Plan allocations are however based on the Structure Plan supply of 315 dwelling units per annum for the District. At the same time in September 2008, Regional Spatial Strategy for the North West was adopted which set a supply of 450 dwelling units per annum for the District.

The Council has embarked on The Core Strategy having undertaken a Key Issues Consultation at the beginning of 2011. Through the process we will bring forward further housing allocations through a Development Plan Document. The Core Strategy work will take on board the City Council's Growth Point status. The Strategic Housing Land Availability Assessment is an integral part of that work and was consulted on last year.

On 6<sup>th</sup> July 2010 the Secretary of State announced the government's intention to revoke Regional Spatial Strategy (RSS) Housing targets. However CALA Homes challenged this decision and it was upheld that revocation was unlawful and RSS remains in place. In light of this Executive of Carlisle City Council on 18 April 2011 resolved to continue with the RSS figure of 450 net dwellings per year to be used when assessing planning applications.

## EVIDENCING A 5 YEAR SUPPLY

### METHODOLOGY

Planning Policy Statement 3 requires local planning authorities to maintain a rolling 5 year supply of deliverable sites for housing. This was a position that was within the guidance issued in July 2010 by the Secretary of State. The Planning Inspectorate guide (which has since been removed after the Secretary of States initial intention to revoke RSS but is still felt to offer the best guidance) outlined the process and identified four main stages:

1. Identify the 5 year period. The five year period should start from the following April after the Monitoring Report has been prepared. The Monitoring Report as of 31 March 2011 is to be prepared by December 2011. ***The current five year period therefore is April 2012 to March 2017. [In March 2011 CLG announced amendments to the preparation of Monitoring Reports by withdrawing the Core Output Indicators and the requirement to submit it to the Secretary of State, but until the Localism Bill is enacted the requirement remains for them to be produced and submitted to CLG].***
2. Identify the level of housing provision to be delivered over the five year period. This means using housing provision figures in the most recently adopted part of the development plan, adjusted to reflect the level of housing that has already been delivered (within the lifetime of that part of the plan). In cases where the Local Development Framework does not yet take into account of newer figures in the Regional Spatial Strategy (RSS), then the RSS figures should be used.

***The Plan period is therefore 2003 -2021 with an annual average rate of housing provision (net of clearance replacement) of 450.***

3. Identify sites that have potential to deliver housing during the following 5 years. Potential sites include those that are allocated for housing in the development plan, sites that have planning permission that has been unimplemented, and specific, unallocated sites that have the potential to make a significant contribution to housing delivery. Such unallocated brownfield sites would normally have been identified by the Local Planning Authority for a housing use and have made sufficient progress through the planning process at the time of the assessment to be able to be considered deliverable.
4. Assess the deliverability of the sites and should be available, suitable and achievable.

## Housing Land Supply Position at 31<sup>st</sup> March 2011

### Current Baseline Position

	Urban	Rural	Total
RSS Requirement	360 pa	90 pa	450 pa
Net O/S Planning Permissions excluding Raffles (see note below)	1828	422	2250
<b>Years Supply</b>	<b>5.08 yrs</b>	<b>4.69 yrs</b>	<b>5 yrs</b>
Allocated Sites	1462	6	1468
<b>Total Unit Potential</b>	<b>3290</b>	<b>428</b>	<b>3718</b>
<b>Years Supply (planning permissions &amp; allocations)</b>	<b>9.14 yrs</b>	<b>4.75 yrs</b>	<b>8.26 yrs</b>

**Note:** Raffles was a Local Authority Housing Estate which is subject to a redevelopment programme. In the late 1990's (prior to the current RSS period) demolition took place as part of this programme. The replacement dwellings are now being built and because they are 'replacement dwellings' then they are excluded from the calculations.

### Issues

The rationale of monitoring supply is to ensure that planned delivery is met over the term of the Plan and that the rolling 5 year supply of deliverable land for housing is being maintained. Effective monitoring is the catalyst to take corrective action when targets are not being met. Within the guidance there is an implication but no definitive statement that any over/under supply should be corrected [it states "*adjusted to reflect the level of housing that has already been delivered (within the lifetime of that part of the plan)*"] within the five year period identified. The Plan period extends to 2021 and its delivery by the end of this period should be the ultimate goal.

RSS Annual Returns to 4NW in the past recognised that many local authorities may not be able to meet any undersupply over the five year period, and will instead meet any undersupply over the entire RSS plan period, if that is the case, then additional comments should be submitted to explain this.

This is especially pertinent in today's climate of recession when the question of deliverability is unclear as housebuilders are reluctant to continue building at previous



levels. It may be that sites that have been allocated in the Local Development Plans will not be delivered within the 5 year period, but as the recession lifts and house building recovers over the next 10 years, then we will see these sites being delivered.

Carlisle was successful in obtaining Growth Point Status. The trajectory put forward with the bid did not expect a delivery level of 600 on allocated sites until 2016/17. This was to give time for technical studies which are required to underpin the growth and the Core Strategy and Site Allocations DPD to be in place. This also gives time to correct any shortfall in delivery with the plan period.

## Housing Delivery Trajectories Excluding Backlog

Whilst it can be evidenced that there is in excess of a 5 year supply when considering current outstanding permissions and allocations this does not reflect current delivery.

Appendix 1 is a site by site breakdown of expected build rates based on current economic climate up to 2017.

During the 5 years 2012 to 2017, 2,094 dwellings would be expected to be developed (excluding Raffles replacement site) which equates to **4.65 years supply**

## Housing Delivery Trajectories Including Backlog

Appendix 2 is taken from the RSS return shows delivery of 2, 094 dwellings over the 5 year period 2012 to 2017 to be 69.1% which is **3.46 years supply** when the backlog is all delivered within 5 years.

As mentioned in the issues section, there is the question over whether the delivery of the backlog should be within the 5 years or should be over the plan period. The view of Government Office North West was that delivery of any growth is more realistic at the end of an extended growth period. At this moment in time it is unrealistic to predict the housing trajectory over more than five years as it will be strongly influenced by the Core Strategy and Site Allocations DPD. Given the current economic situation it would also be unreasonable to expect that the entire backlog would be delivered within 5 years.

If delivery of the current backlog is spread over the whole plan period (RSS to 2021 then for the 5 years 2012 to 2017 the supply increases to **3.9 years** (Appendix 3).

## Growth Point

Appendix 4 is the Housing Trajectory submitted when we applied for Growth Point Status. Below is how we are progressing towards that:

### **Actual Net Completions**

<b>03-04</b>	<b>04-05</b>	<b>05-06</b>	<b>06-07</b>	<b>07-08</b>	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>03-11</b>
462	493	481	359	373	366	233	260	3027

### **Growth Point Bid**

462	493	481	359	374	375	400	450	3394
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In view of the current economic climate and the slow recovery to the housing market it would be prudent to move the expected trajectory by three years ie we will expect in 2011/12 the same delivery as 2008/09 with a similar split coming from Allocated and Unallocated Sites. Historically the District has seen an even split of units delivered between allocated and unallocated sites. It recognises that with the development of the LDF Core Strategy and Site Allocations DPD that the split should move in favour of delivery from allocated sites. In 2010 we undertook consultation on the sites put forward from the "Call for Sites" and on Issues for the LDF at the beginning of 2011. Consultation on the 'Issues and Options' is expected to be undertaken at the end of August/beginning September this year. It is expected to have the Core Strategy in place by 2014 with the Site Allocations DPD following shortly after.

It was demonstrated and accepted through our Growth Point Bid that there was sufficient, deliverable land to meet this aspiration in the short term the LDF providing the growth over the longer plan period. However the current economic climate and its effect on house building is affecting completion rates and aspirational growth.

The submission made for Growth Point status identified sufficient land to meet the aspirational goals of the City.

If we apply the expected completions which was submitted in our Growth Point Bid starting from 11/12 rather than 08/09 then because we had accounted for lower development initially Appendix 5 shows that the backlog that if that level of forecasted delivery were to be achieved then there is a **5.37 year supply** including backlog over the plan period.

However since that submission there has been an economic downturn which has had a significant effect on the house building industry. This in turn has meant that since 2006 build rates have not met with RSS target of 450 and has resulted in a shortfall of 572 dwellings to date.

To be on track with our RSS target of 8,100 dwellings by 2021, up to 606 dwellings per annum would have to be delivered over the 5 year period 2012 – 2017 (depending on trajectory, delivery in the current year and period over which any shortfall is to be made up). This is a build rate that historically has not been achieved within the District. Historic development peaked between 2003 and 2006 when an average of 478 net dwellings were built per year over that 3 year period.

## Conclusion

As of 31 March 2011 there are planning permissions which demonstrate a 5 year supply, which when allocations are added demonstrates an 8.26 years supply.

However by projecting realistic potential delivery and taking account of the undelivered housing against target then there is a **3.9 years supply**.

# Appendix 1

	Total/ Potential	o/s at 01/04/11	u/c at 01/04/11	11/12	12/13	13/14	14/15	15/16	16/17	onwards	
<b>Allocated Sites with Planning Permission</b>											
Morton	825	825	0	0	36	75	75	75	77	487	Outline Permission delivery as per application
Penguin	58/ 37	58	0	0	10	10	10	7	0	0	Reduced numbers. Another PP reduce to 37
Murrell Hill (caldewgate)	41	3	3	3						0	
Racecourse	42 gross 41 net	41	0	0	10	15	16			0	Enabling Development
Nelson St	104 (out)	104	0	0	0	0	0	14	25	65	RM due by Jan 2014
Rome St 2	49	49	0	0	0	0	9	20	20	0	S106 signed 16/03/10
Cavaghan & Gray	110	38	28	30	8	0	0	0	0	0	NHBC managed - update yearly only
Watts Yard	99	61	27	25	25	11	0	0	0	0	
Sawmill Longtown	90	90	0	0	15	30	30	15	0	0	was subject to kick start funding which has now not been taken up
Highways Depot, Brampton	26	26	17	10	16	0	0	0	0	0	linked to this site is Dandy Croft (unallocated)
<b>Potential Delivery on Allocated Sites With Permission</b>				<b>68</b>	<b>120</b>	<b>141</b>	<b>140</b>	<b>131</b>	<b>122</b>	<b>552</b>	
<b>Allocated Sites without Planning Permission</b>											
Peter Lane/Dalston Road	226							40	40	186	remainder of Church Comm Site. OUTLINE PP 11/0308 rec'd 14/04/11 - Persimmon
West Wigton Road	198/235					20	40	45	50	80	Allocation = 198 PP 10/1026 = 235 (undetermined)
HK Campbell	33								10	23	Renewed Interest
Key Safety System	100			0	0	0	0	0	20	80	demolition has already taken place, no current PP
Laings	90			0	0	0	10	15	25	40	demolished - PP due
Hilltop	80									0	
Harraby Green Road	45							15	15	15	
St Nicholas	50									50	
Adj Alexander Drive, Durranshill (pt of Durranshill)	49					9	20	20			AUTI 10/0792 1.45 HA of 4.80 Mixed
Durranshill	50								20	30	3.35 HA remaining Mixed Dev House + Auction
Deer Park	60							20	20	20	
Carleton Clinic	100/155			0	0	0	0	0	25	75	4.19 HA allocated in LP with indicative figure of 100. Housing area in the Development Brief is 5.21HA and indicative figure of 155 dwellings.
Ladyseat, Longtown	6			0	0	0	6			0	Site to be developed by RSL
Rome St 1	98	98	0	0	0	0	0	0	0	0	Expired June 10 - Contamination Issues
Brisco	83									0	PP has lapsed - Contamination Issues
<b>Potential Delivery on Allocated Sites</b>				<b>68</b>	<b>120</b>	<b>170</b>	<b>216</b>	<b>286</b>	<b>347</b>	<b>1151</b>	
<b>Unallocated Sites with Planning Permission (over 10)</b>											
Low Meadow (2 sites)	89	87	87	37	50					0	Extra Care Scheme
Ambulance Station	60	60	1	0	0	0	10	30	20	0	PP Renewed Jul 10
Hassell Street	21	12	12	12	0					0	
Constable Street	19	19	19	9	10					0	Affordable Housing
Lime Street/Thomas Street	17	17	0	2	5	5	5			0	Linked to Constable Street
Leabourne Road	13	13	4	4	4	4	1	0	0	0	Reduced 16 to 13 21/01/11 + site commenced
Regent St	11	11	0	5	6					0	
Prince of Wales	17	17	0	0	0	0	17			0	revised PP under consideration
Atlas Works	12	12	0	0	0	6	6			0	
Highgrove Dairy	96	84	9	9	15	20	20	20		0	Reduced from 97 to 96
Barras Close	43	17	13	13	4	0				0	RSL rented properties
Jesmond St Garage	30	30	0	0	0	0	15	15	0	0	
South Henry Street	23	23	0						3	20	Permission renewed June 10
Suttle House	41	41	21	0	0	0	10	11	10	10	Development has stalled
Thurnams	10	2	2	2						0	
California Road	11	8	8	3	5					0	
St Anns House	12	3	3	3						0	demolitions already counted
Station Rd, Etterby	30	30	0	0	15	15				0	Affordable Housing
St Augustines	16	16	0				6	10		0	OUTLINE
Scalescough Hall	10	10	0						10	0	enabling development for Cerebral Palsy
George Inn, Warwick on Eden	24	24	0				12	12		0	
Dandy Croft, Brampton	15 (net)	15	0			5	5	5		0	Linked to allocated depot site at Brampton
Gelt Rise, Brampton	17	17	8	7	10	0	0			0	Affordable Housing
Kingswood, Dalston	10	10	0							10	PP to make Open Market rather than Live/Work
Stonhouse Farm, Hayton	11	11	0	0	0	0	2	2	2	5	
Royal Hotel, Lowther St	13	13	1				3	5	5	0	changed ownership, renewed interest
22 -24 Fisher St	12	12	0							0	No activity at present
St Elizabeth's Parish, Mayfield Ave, Harraby	11	11	0						11	0	OUT permission
Westrigg/wigton Rd	48	30	0							0	Dormant Site after partial development
Jesmond St Garage	37	37	0							0	PP renewed Dec 10
Seatoller Close	23 gross	23 gross	0	3	20						net -5 but 28 dems counted 10/11
<b>Potential Delivery on current large unallocated sites</b>				<b>100</b>	<b>121</b>	<b>55</b>	<b>115</b>	<b>116</b>	<b>61</b>	<b>45</b>	
<b>Unallocated Sites without Planning Permission</b>											
SW Terrace	99			0	0	9	15	20	25	30	Awaiting Newt Survey
Collingwood Street	43						16	10	17	0	Student Flats S106 signed 07/04/11 CLG guidance should count clusters of 4/6 bedrooms as 1 unit
<b>Total Potential Delivery on unallocated sites over 10 units</b>				<b>100</b>	<b>121</b>	<b>64</b>	<b>146</b>	<b>146</b>	<b>103</b>	<b>120</b>	
<b>Total Potential</b>				<b>168</b>	<b>241</b>	<b>234</b>	<b>362</b>	<b>432</b>	<b>450</b>	<b>1271</b>	
<b>Indicative Under 10 g/f</b>				<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>	greenfield unallocated under 10 (10/11 = 28)
<b>Indicative Under 10 b/f</b>				<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	"windfall" as in Local Plan (10/11 = 108)
<b>Total Potential</b>				<b>243</b>	<b>316</b>	<b>309</b>	<b>437</b>	<b>507</b>	<b>525</b>	<b>1271</b>	

## Appendix 2

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Y14	Y15	Y16	Y17	Y18
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>H2a + H2b</b> Actual dwellings completed (net)	462	493	481	359	374	366	233	260										
<b>H2c a)</b> Projected completions (net)									243	316	309	437	507	525	500	500	500	500
<b>H2c c)</b> 5 year supply target (taking into account under supply)										606	606	606	606	606				
<b>H2c c)</b> 5 year supply target (annualised plan target)										450	450	450	450	450				
Cumulative completions	462	955	1,436	1,795	2,169	2,535	2,768	3,028	3,271	3,587	3,896	4,333	4,840	5,365	5,865	6,365	6,865	7,365
Annual target	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
Cumulative target	450	900	1,350	1,800	2,250	2,700	3,150	3,600	4,050	4,500	4,950	5,400	5,850	6,300	6,750	7,200	7,650	8,100
Monitor - difference of cumulative completions and target to date	12	55	86	-5	-81	-165	-382	-572	-779	-913	-1,054	-1,067	-1,010	-935	-885	-835	-785	-735
<b>H2 d)</b> Managed Delivery Target What remains to be completed to achieve the overall RSS target annually	449	447	444	450	456	464	485	508	520	531	547	563	581	602	635	703	906	
<b>No of years left in plan</b>	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	0

5 Year Supply Calculation taking into account under supply	
Target	3,029
Projected completions	2,094
Percentage of 5 Year Supply	69.1

5 Year Supply Calculation based on annualised plan target	
Target	2,250
Projected completions	2,094
Supply	93.1

Current Situation against RSSTarget	
Annual LP Target	450
Surplus/Shortfall	-779
5 Year Target catch up	-155.8
5 Year Target breakdown	606

Additional Comments
Site by Site delivery assessment - excluding Raffles



### Appendix 3

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Y14	Y15	Y16	Y17	Y18
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>H2a + H2b</b> Actual dwellings completed (net)	462	493	481	359	374	366	233	260										
<b>H2c a)</b> Projected completions (net)									243	316	309	437	507	525	500	500	500	500
<b>H2c c)</b> 5 year supply target (taking into account under supply)										537	537	537	537	537				
<b>H2c c)</b> 5 year supply target (annualised plan target)										450	450	450	450	450				
Cumulative completions	462	955	1,436	1,795	2,169	2,535	2,768	3,028	3,271	3,587	3,896	4,333	4,840	5,365	5,865	6,365	6,865	7,365
Annual target	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
Cumulative target	450	900	1,350	1,800	2,250	2,700	3,150	3,600	4,050	4,500	4,950	5,400	5,850	6,300	6,750	7,200	7,650	8,100
Monitor - difference between cumulative completions and cumulative target to date	12	55	86	-5	-81	-165	-382	-572	-779	-913	-1,054	-1,067	-1,010	-935	-885	-835	-785	-735
<b>H2 d)</b> Managed Delivery Target - What remains to be completed to achieve the overall RSS target annually for <b>each</b> of the remaining years of the plan period	449	447	444	450	456	464	485	508	520	531	547	563	581	602	635	703	906	

5 Year Supply Calculation taking	
Target	2,683
Projected completions	2,094
Percentage of 5 Year Supply	78.1

5 Year Supply Calculation based	
Target	2,250
Projected completions	2,094
Supply	93.1

RSS Target	
Annual LP Target	450
Surplus/Shortfall	-779
9 Year Target catch up	-87
9 Year Target breakdown	537

Additional Comments
Site by Site delivery assessment - excluding Raffles

## Appendix 4

### Basic Housing Trajectory

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Past Completions - Allocated Site	151	232	240	281	235	158	232	76									1605
Past Completions- Unallocated Sites	244	267	222	212	246	201	142	41									1575
Projections - Allocated Sites								99	98	176	307	485	515	560	580	600	3420
Projections - Unallocated Sites								159	302	274	273	200	175	150	150	150	1833
<b>Total Past Completions</b>	395	499	462	493	481	359	374	117									3180
<b>Total Projected Completions</b>								375	400	450	580	685	690	710	730	750	5370
<b>Cumulative Completion</b>	395	894	1356	1849	2330	2689	3063	3438	3838	4288	4868	5553	6243	6953	7683	8433	8433
<b>Plan - Strategic Allocation (ACTUAL)</b>	400	315	450	450	450	450	450	600	600	600	600	600	600	600	600	600	8365
<b>Plan - Strategic Allocation (annualised)</b>	523	523	523	523	523	523	523	523	523	523	523	523	523	523	523	523	8368

## Appendix 5

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Y14	Y15	Y16	Y17	Y18
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>H2a + H2b</b> Actual dwellings completed (net)	462	493	481	359	374	366	233	260										
<b>H2c a)</b> Projected completions (net)									375	400	450	580	685	690	710	730	750	500
<b>H2c c)</b> 5 year supply target (taking into account under supply)										522	522	522	522	522				
<b>H2c c)</b> 5 year supply target (annualised plan target)										450	450	450	450	450				
Cumulative completions	462	955	1,436	1,795	2,169	2,535	2,768	3,028	3,403	3,803	4,253	4,833	5,518	6,208	6,918	7,648	8,398	8,898
Annual target	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450	450
Cumulative target	450	900	1,350	1,800	2,250	2,700	3,150	3,600	4,050	4,500	4,950	5,400	5,850	6,300	6,750	7,200	7,650	8,100
Monitor - difference between cumulative completions and cumulative target to date	12	55	86	-5	-81	-165	-382	-572	-647	-697	-697	-567	-332	-92	168	448	748	798
<b>H2 d)</b> Managed Delivery Target - What remains to be completed to achieve the overall RSS target annually	449	447	444	450	456	464	485	508	520	531	547	563	581	602	635	703	906	

5 Year Supply Calculation	
Target	2,609
Projected completions	2,805
Percentage of 5 Year Target	107.5

5 Year Supply Calculation based	
Target	2,250
Projected completions	2,805
Supply	124.7

Current Situation against RSSTarget	
Annual LP Target	450
Surplus/Shortfall	-647
9 Year Target catch	-72
9 Year Target break	522

Additional Comments																			
Growth Point moved on 3 years recovering shortfall by 2021.																			