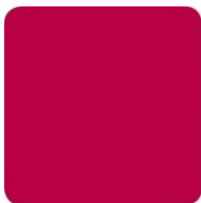




The Carlisle District Local Plan 2015-2030

Proposed Main Modifications (March 2016)

Consultation Representation Form



CARLISLE
CITY COUNCIL



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Images courtesy of Andrew Paterson, D&H Photographers and Jason Friend

INSTRUCTIONS

The Carlisle District Local Plan Schedule of Main Modifications, arising from the recent Examination in Public, includes a series of changes to the published Carlisle District Local Plan 2015-2030. These suggested changes are being consulted on for a period of six weeks. **For advice on how to respond to the consultation, and how to fill in this form, please see the accompanying guidance note on the Council's website at <http://www.carlisle.gov.uk/planning-policy>**

Please note all representations must be received by no later than **17:00 on Monday 25th April 2016**. There are no guarantees that any representations received after this deadline can be accepted.

For all representations parts one and two of this form should be completed. Please use a separate form for each Proposed Main Modification that you wish to comment on. It is important that your responses relate only to the Proposed Main Modifications or any associated Sustainability Appraisal or Habitat Regulation Assessment matters. Representations relating to other parts of the Plan will not be considered.

A copy of the Schedule of Main Modifications and all supporting documentation, including the Sustainability Appraisal and Habitat Regulation Assessment Addendums, are available to view at <http://www.carlisle.gov.uk/planning-policy>

How to respond –

Via email: lpc@carlisle.gov.uk

In writing:

Investment and Policy
Carlisle City Council
Civic Centre
Carlisle
Cumbria
CA3 8QG

To find out more Call: 01228 817569

PART ONE- YOUR DETAILS

It is important that you fill in your contact details below; **we cannot register your representation without your details**. Please note that we will not be able to keep your representation or personal details confidential. We may also wish to contact you to clarify your representation.

In circumstances where there are individuals / groups / organisations who share a similar view on the Proposed Main Modifications, it would be helpful if these could make a single representation. It would also be useful if, in such circumstances, you state how many people/groups the submission is representing and how the representation was authorised.

Your Details	Your Agent's Details (If applicable)
Title: c/o Agent	Title: Mr
Surname: Click here to enter text.	Surname: White
Forename: Click here to enter text.	Forename: Robert
Organisation/Company: The Scotts Company (UK) Limited	Organisation/Company: White Peak Planning
Address: Salisbury House Weyside Park Godalming Surrey Postcode: GU7 1XE	Address: Didsbury Business Centre 137 Barlow Moor Road Didsbury Postcode: M20 2PW
Contact No: Click here to enter text.	Contact No: Click here to enter text.
Email: Click here to enter text.	Email: robw@whitepeakplanning.co.uk
Signature: Click here to enter text.	
Date: 23 rd April 2016	
☐ Please tick if you are not already on our mailing list but would like to be kept updated on the progress of the Local Plan	

PART TWO - YOUR REPRESENTATION

Please use a separate form for each Proposed Main Modification that you wish to comment on. It is important that your responses only relate to the main modifications and not to other parts of the Plan.

Q1. Please give the Proposed Main Modification reference your comment relates to

Main Modification reference – MM 01

Q2. Do you consider that the Proposed Main Modification to the Local Plan addresses the following in relation to the policy(s) concerned;

Legally Compliant?

☒ Yes ☐ No

Sound?

☐ Yes ☐ Yes, with minor changes ☒ No

Q3. If you consider the Local Plan remains or is unsound in light of the Proposed Main Modification, is it because it is not:

- ☒ Positively Prepared?
- ☒ Justified?
- ☒ Effective?
- ☒ Consistent with National Policy?

Q4. Please give details of why you consider the Local Plan is not legally compliant or is unsound in light of the Proposed Main Modification. Please be as precise as possible.

If you wish to support the legal compliance or soundness of the Local Plan, please also use this box to set out your reasoning.

Please note that your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation. After this stage, further submissions will be only at the request of the Inspector.

MM01 proposes a phased delivery of housing over the plan period. We object to this method as it does not seek to meet the objectively assessed need (OAN), is not consistent with achieving sustainable development, contrary to paragraphs 14, 47 and 182 of the National Planning Policy Framework (NPPF) and the locally specific reasons put forward are not sound contrary to paragraph 044 of the National Planning Practice Guidance (NPPG).

Carlisle City Council (CCC) is unable to identify a five year supply of deliverable housing land based on a robust OAN figure. The annual average housing need of 565 dwellings/annum was included in Policy SP2 of the submission version of the Local Plan (SD001). The annual figure was consistent with the findings of the 2014 Strategic Housing Market Assessment (SHMA) and 2014 PopGroup modelling completed by an independent body and accepted as the OAN.

It was confirmed by the inspector at EL1.002a, Question 6 that there has been persistent under delivery of housing in Carlisle. Where there is persistent under delivery, a 20% buffer should be applied, specifically to the first five years of the plan period known as the 'Sedgefield' approach. This approach is consistent with paragraph 47 of the NPPF and paragraph 035 of the NPPG, to boost significantly the supply of housing.

Applying a sound approach in accordance with national guidance and specifically paragraph 035 of the NPPG which states:

'assessment of a local delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing market cycle.'

The five year supply of housing land should be calculated on the basis of previous delivery over ten years. We have calculated the backlog based on the delivery performance as set out in Table One of EL1.002c. The application of ten years includes periods of growth and recession and includes the current economic recovery to accord with paragraph 035 of the NPPG.

Below we set out the years supply of housing land firstly following the most robust method 'Sedgefield' and secondly applying the less robust 'Liverpool' method.

Sedgefield

Base Requirement: (5x565)	2,825
Backlog 04/05 – 14/15:	1,066
Sub-Total:	3,891
Buffer @ 20%:	778
Total Requirement:	4,669
Net Forward Supply:	3,502
Less Requirement:	-1,167
Years Supply:	3.75

Liverpool

Base Requirement: (5x565)	2,825
Backlog 04/05 – 14/15:	355
Sub-Total:	3,180
Buffer @ 20%:	636
Total Requirement:	3,816

Net Forward Supply:	3,502
Less Requirement:	-314
Years Supply:	4.59

As shown above irrespective of the methodology applied CCC are unable to identify a five year supply of housing. Applying the most robust methodology 'Sedgefield' CCC can only provide 3.75 years supply. Furthermore, even with CCC's own housing calculations in EL3.002, CCC can only provide 4.36 years supply of housing. The evidence confirms that CCC are unable to meet their OAN.

Where a Local Planning Authority (LPA) cannot meet its own need within its boundary the NPPG makes provision to work with neighbouring authorities (paragraph 035), however the guidance does not include other mechanisms to address unmet need. CCC do not state that they cannot physically meet the unmet need within their own boundary and are seeking to reduce the OAN figure using a less robust method of delivery to circumvent the aims of national policy.

CCC have cited a lack of capacity in the development industry and job-growth to be stronger post 2020 as locally specific reasons for the cumulative undersupply and consequently their proposal to phase delivery (EL1.005e paragraphs 2.12 and 2.4). However, as set out in NPPG paragraph 044 CCC do not stipulate that the adverse impacts of meeting the OAN would significantly and demonstrably outweigh the benefits. NPPG paragraph 044 also establishes the locally specific constraints which could restrict a LPA from meeting their OAN. The policies put forward in paragraph 044 as constraints are not cited as reasons for a lack of housing delivery by CCC.

At paragraph 5.1 CCC confirm their commitment to helping expand the development industry and increase capacity and have identified this as critical to realising housing and economic objectives. However, this position is entirely contrary to introducing a phased 'stepped' approach (EL1.005e). The stepped approach significantly reduces the delivery target from 565 dwellings/annum to 478 dwellings/annum during the first five years of the plan period and would therefore, restrict the potential for the development industry to deliver in this area.

CCC confirm that by using the stepped approach they can demonstrate a five year supply of housing land with the 478 dwelling/annum figure applying the Sedgefield approach. However, this is only 5.33 years, which only provides a 6% buffer. Without a robust buffer (i.e. 20%) maintaining a five year supply of housing land would be susceptible to a lack of delivery during the plan period. Reliance on this position (considering our housing supply calculations set out above) would likely impact job growth and affordable housing delivery, which are reasons considered by the Inspector (EL1.003a) for the lower housing figure to be less preferable. CCC

calculations at EL3.002 only includes two years of cumulative undersupply, which does not properly reflect their actual past housing delivery records, contrary to paragraph 045 of the NPPG.

Failure to properly address the cumulative undersupply and reducing the annual housing figure will likely harm the local economy for the reasons set out above. Furthermore, we consider that locally specific reasons put forward by CCC to introduce a stepped approach are not sound.

A lack of developer capacity as a reason for reducing housing delivery is not consistent with the government's planning agenda. A reduced target would decrease choice and competition in the market place, contrary to paragraph 47 of the NPPF and stifle opportunities for new entrants into the area, including small and medium size (SME) builders.

National government is currently taking steps to increase support for SME and self-build builders through proposed planning reforms, including revisions to the NPPF and changes through the Housing and Planning Bill. Contributions by these builders would support the local economy and help deliver the OAN housing figure. The increase in development opportunities would support the development industry in line with CCC's aim at paragraph 5.1 of EL1.005e.

The use of a stepped approach has been considered by other LPAs as they seek adoption of their Local Plans. An Inspector's report into the Halton Borough Council (HBC) Local Plan on 12th October 2012 concluded that in order to address declining population and to stimulate economic growth a proposed lower housing figure of 372 dwellings/annum would not be sufficient. A target of 552 dwellings/annum, across the plan period, was considered appropriate despite HBC having put forward a case to phase delivery based on a weak local economy during a period of global recession which impacted upon housing completions. CCC's argument at EL1.005e, paragraph 2.4 stating that job-growth is anticipated to be stronger post 2020 is similar to HBC's position.

The UK economy has observed steady and consistent quarter on quarter growth since Q4 of 2012. The UK's economic position in comparison with that of HBC is considerably stronger and has had a longer period of recovery and growth since officially leaving recession in Q4 of 2009. In spite, of the weaker economic position at the time of HBC Local Plan examination the Inspector found the ascertained position insufficient to justify the inclusion of this approach and considered it unsound at paragraph 17 of his report.

We contest the main modification put forward by CCC, consider it to be unsound and consequently it should be amended.

Q5. Please set out what alternative/additional change(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified at Q3 above where this relates to soundness. You

will need to say why this change will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward suggested revised wording. Please be as precise as possible:

The stepped approach is not the most appropriate strategy in accordance with paragraph 182 of the NPPF. CCC have a total cumulative under-supply of 1,118 as set out in EL1.002c. Using the 565 dwellings/annum figure and applying the Sedgefield approach will help to address this persistent under delivery.

Seeking to meet the objectively assessed need (OAN) will increase competition in the housing market and encourage new entrants. Reducing housing delivery will only serve to maintain the current situation. An Inspector's report into the Knowsley Borough Council (KBC) Local Plan on 24th November 2015 at paragraph 28 targeted using a higher housing figure to avoid perpetuating decline in population and the consequential impacts on the local economy as a result. The position taken by the Inspector was to consider a higher housing figure sound (paragraphs 27 & 28) to increase choice and competition in the market.

Delivering choice and competition to the market accords with paragraph 47 of the NPPF and would enable new entrants into the market. An increase in new entrants would support SME and self-build builders in line with recent government development industry priorities.

We propose that SP2 should be amended as follows:

1 – Sufficient land will be identified to accommodate the delivery of an annualised average of at least 565 net new homes between 2015 and 2030.

In addition, clarification is required on calculation of the backlog and resulting five year supply of housing land. The position specifically needs to address what time period the backlog should be recorded over, whether a 5% or 20% buffer is to be applied and when in the plan period the backlog should be delivered.

The final position taken should be set out in accordance with the NPPF and NPPG methodology (as set out in response to Question 4) and stated clearly and succinctly such that the housing position can be effectively monitored through the Annual Monitoring Report.

We propose that the previous undersupply should be recorded over a ten year time period and addressed using the Sedgefield approach with a 20% buffer added to both the base requirement and the backlog.

Q6. Do you have any comments on the supporting documents, such as the

Sustainability Appraisal Addendum or the Habitats Regulations Assessment Addendum?

None.

Q7. Any issues raised on the Main Modifications will be considered as written representations by the Inspector. Further hearing sessions will only be scheduled exceptionally. However please indicate whether you wish to appear at an examination hearing session if necessary?

☒ Yes ☐ No

**Thank you for your time to complete and return this Representation form.
Please keep a copy for future reference.**