



Appendices to:  
Proof of evidence of Ben Pycroft  
BA (Hons), Dip TP, MRTPI in relation  
to housing land supply

Residential development of up to 100 no. dwellings – Land  
rear of Oakdene, Chain House Lane, Whitestake,  
Lancashire

for Wainhomes (North West) Ltd

Emery Planning project number: 18-294

PINS ref: APP/F2360/W/19/3234070

LPA ref: 07/2018/9316/OUT

# Appendix – BP1



## Appendix BP1 – Assessment of sites

Residential development of up to 100 no. dwellings – Land rear of Oakdene, Chain House Lane, Whitestake, Lancashire

for Wainhomes (North West) Ltd

Emery Planning project number: 18-294

PI ref: APP/F2360/W/3234070

LPA ref: 07/2018/9316/OUT

Project : 18-294  
Site address : Land rear of Oakdene,  
Chain House Lane,  
Whitestake, Lancashire  
Client : Wainhomes (North West)  
Ltd  
Date : 16<sup>th</sup> February 2021  
Author : Ben Pycroft

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## 1. Disputed sites

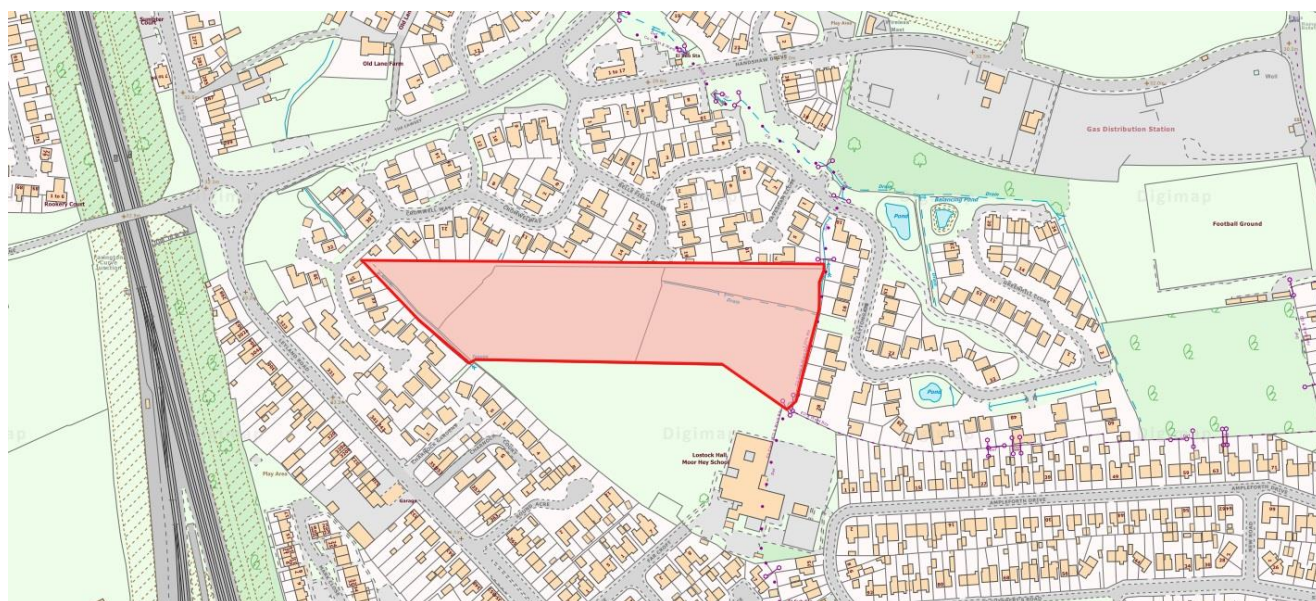
### Site CC: East of Leyland Road / Land off Claytongate Drive, Lostock Hall

**Capacity = 63 dwellings, LPA's 5YHLS = 60 dwellings**

- 1.1 At the first inquiry into the appeal, the Council's housing land supply witness conceded under cross examination that this site was not deliverable because the Council had not provided the clear evidence required for the inclusion of this site in the five year housing land supply. The site has not progressed since then and therefore it is surprising that the Council seeks to again claim that the site is deliverable.

#### Background

- 1.2 The site is 1.9 ha in area and is located to the north of Lostock Hall. The site is surrounded by residential development to the north, east and west, with Moor Hey School to the south. A site location plan is provided below.



#### Planning history

- 1.3 The site is allocated in the Local Plan for 15 dwellings (policy D1 – page 48). Paragraph 7.62 of the Local Plan (page 48) states:

*“The site forms part of the wider housing development, the rest of which is now complete or under construction. Planning permission for residential development was granted on land to the east of this site in December 2010 and this is under construction. An amendment to this permission was granted in June 2011 for the formation of an access to this remaining undeveloped land.”*

- 1.4 The table on pages 38 to 40 of the Local Plan explains that 15 dwellings will be delivered at this site in the period 2016/17 to 2020/21. However, to date a planning application has not been made.

### **Council's position**

- 1.5 The 2020 HLP (base date 31<sup>st</sup> March 2020) considers that the capacity of the site is 63 dwellings and that 15 dwellings will be delivered in year 3 (2022/23), 30 dwellings in year 4 (2023/24) and 18 dwellings in year 5 (2024/25). The comments state:

*“Exchange of contracts anticipated summer 2020. Commencement of development not anticipated until 2021 at the earliest.”*

- 1.6 The 2019 HLP (base date 31<sup>st</sup> March 2019) considered that the capacity of the site is 60 dwellings and that 15 dwellings will be delivered in year 3 (2021/22), 30 dwellings in year 4 (2022/23) and 15 dwellings in year 5 (2023/24).

- 1.7 The 2018 HLP (base date 31<sup>st</sup> March 2018) considered that the capacity of the site is 60 dwellings and that 15 dwellings will be delivered in year 3 (2020/21), 30 dwellings in year 4 (2021/22) and 15 dwellings in year 5 (2022/23). The comments state:

*“Developer anticipates development commencing 2019/20 Forecast figures are based on the developer's response and what is considered to be a realistic completion rate.”*

- 1.8 The 2017 HLP (base date 31<sup>st</sup> March 2017) considered that the capacity of the site is 60 dwellings and that 30 dwellings will be delivered in year 3 (2019/20) and 30 in year 4 (2020/21). The comments stated:

*“April 2017 - LCC expect site to be brought to market for sale as residential development land Spring 2017 following agreement over access with neighbouring landowners. Developer interest has indicated the potential for approx 60 dwellings (including some apartments) - delivery expected to take place over a two year period - possibly during 2018 & 2019”*

1.9 Therefore, each time the HLP is produced, the delivery of this site has been pushed back. This is shown in the following table:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
2017	0	0	30	30	0	0	0	0
2018		0	→	15	30	15	0	0
2019				→	15	30	15	0
2020					→	15	30	18

## Assessment

1.10 As set out on page 66 of the Framework, the onus is on the Council to provide “clear evidence” that there will be housing completions on this site in the next five years. The HLP does not provide any evidence to support the inclusion of this site in the supply. The few comments in the HLP are not clear evidence of deliverability. They simply state that an exchange of contracts is “anticipated” in Summer 2020 and that development will not commence until 2021 “at the earliest”.

1.11 I note that the evidence to support the HLP (base date 31<sup>st</sup> March 2019) was an e-mail from the landowner (Lancashire County Council), which simply stated:

*“we have appointed agents to secure pre-application advice on our behalf preparatory to marketing and an in-principle sale being agreed during 2019/20. Sale completion would then be subject to a grant of planning permission. I wouldn't expect a commencement of development until 2021 at the earliest.”*

1.12 The current HLP provides no explanation as to why the timescales have slipped. The tender deadline for the site was September 2019, yet the latest HLP does not explain why a contract was not anticipated until summer 2020.

1.13 The timings and build rates provided by the Council in the current HLP are not supported by any detailed programme, or explanation of how the timing or indeed the build rate would be achievable. There is no developer to confirm that these timescales and build rates are realistic.

1.14 None of the evidence of the type set out in paragraph 68-007 of the PPG has been provided i.e.:

- current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or



whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;

- firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;
- firm progress with site assessment work; or
- clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

1.15 The current planning status is that the site does not have planning permission. A planning application has not been made and there is no evidence of firm progress towards the submission of a planning application. There is no developer to confirm the delivery intentions and anticipated start and build out rates. Whilst a “developer” is mentioned in the 2018 HLP, that was either incorrect or the developer no longer has an interest as the site was subsequently marketed. The very latest evidence is that there is now a “preferred tenderer”. However, they have not been named and it is unclear as to whether they will deliver the site and within the timescales set out. No evidence has been provided to demonstrate that there has been firm progress made in terms of site assessment work.

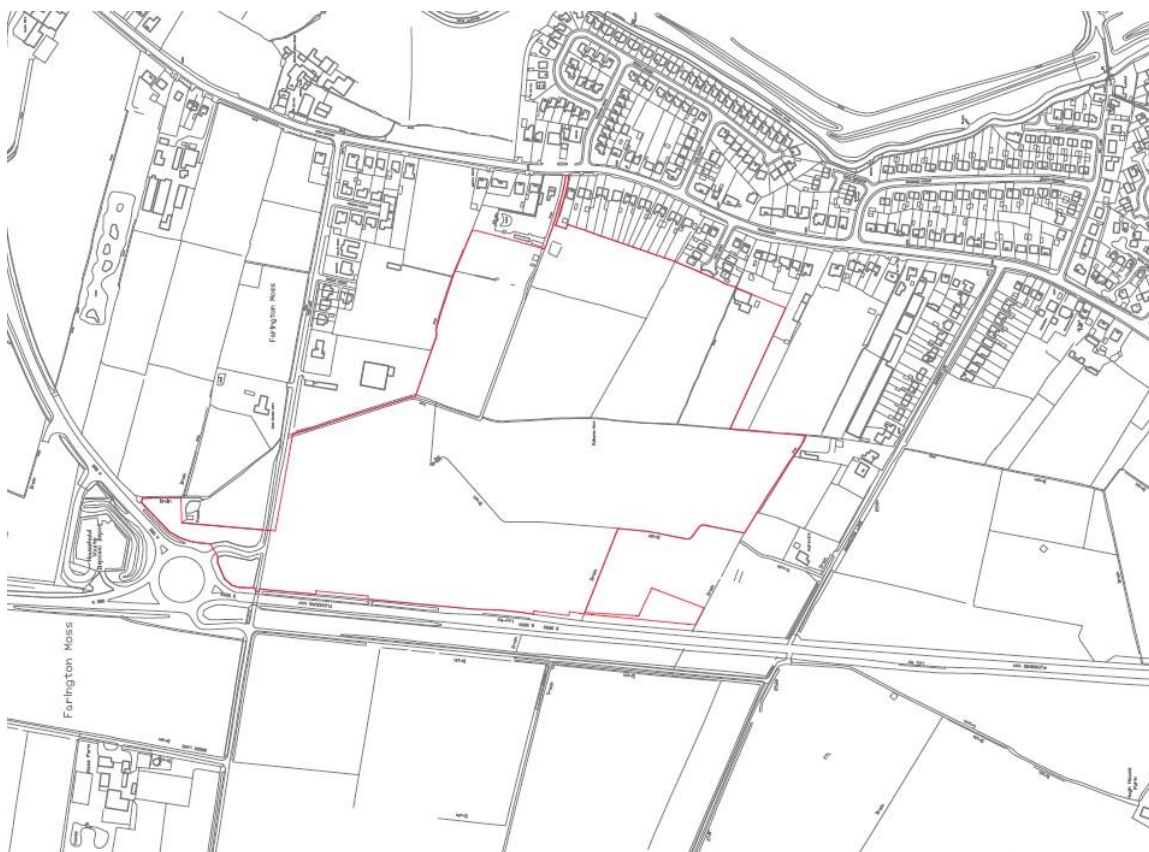
1.16 With reference to the appeal decisions in my proof of evidence, the evidence relied on by the Council does not demonstrate that this site is “deliverable”. The site should be removed. This results in a deduction of **63 dwellings** from the Council's supply.

## Site W: Land between Moss Lane and rear of 392 Croston Road

**Capacity = 400 dwellings, LPA's 5YHLS = 168 dwellings**

### Background

- 1.17 The site is 16.8ha in area and is located on the northwestern edge of Farington Moss. The site is bound to the west by Flensburg Way, to the north by Moss Lane, and to the south by Bannister Lane. To the east of the site is Croston Road, along with existing residential development.
- 1.18 A site location plan is provided below.



### Planning history

- 1.19 The site is part of Local Plan allocation 'W' which totals 600 units (policy D1 – page 37).
- 1.20 The table on page 41 of the Local Plan explains that 144 units would have been delivered between 2010/11 and 2015/16, with 360 units to be delivered between 2016/17 to 2020/21.

- 1.21 Outline application 07/2014/0184/ORM for 400 dwellings was submitted 17 March 2014 and approved some 2 years later, on 11 March 2016.
- 1.22 A NMA application was approved in October 2016 which removed the requirement to submit a reserved matters application within 3 years of the original permission date. The amended condition reads as follows:

*“Prior to the commencement of each phase or sub phase of development, details of the Appearance, Landscaping, Layout and Scale, hereinafter called “the reserved matters”, has been obtained from the Local Planning Authority in writing. ~~An application for the approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this permission.~~*

*The development hereby permitted shall be begun either before the expiration of ~~3~~ 5 years from the date of this permission, or before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved, whichever is the later.”*

- 1.23 A reserved matters application was eventually made in July 2020 (LPA ref: 07/2020/00544/REM) and approved on 18<sup>th</sup> December 2020.

### **Council's position**

- 1.24 The 2020 HLP (base date 31<sup>st</sup> March 2020) considers that the site will deliver 24 dwellings in year 2 (2020/21) and 48 dwellings in years 3 to 5 (2022/23 to 2024/25).
- 1.25 The 2019 HLP (base date 31<sup>st</sup> March 2019) considered that the site will deliver 10 dwellings in year 3 and 48 dwellings in years 4 and 5 (106 total).
- 1.26 The 2018 HLP (base date 31<sup>st</sup> March 2018) considered that 20 dwellings will be delivered in year 3 (2020/21) and 80 in years 4 and 5 (2021/22 and 2022/23). The comments stated:

*“Homes England will not develop the site but will select a developer to secure reserved matters consent and build it out. The estimated completions rates are based on the assumption that two housebuilders will be on the site.”*

- 1.27 This is shown in the following table:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
2017								
2018		0	0	20	80	80	80	80
2019				→	10	48	48	48
2020				0	24	48	48	48

## Assessment

- 1.28 As set out on page 66 of the Framework, the onus is on the Council to provide “clear evidence” that housing completions will begin on this site within five years. The only evidence the HLP provides is the following comments:

*“Notified in January 2020 that FW02a(i), FW02f(ii) and FW02e being combined as part of a new application (07/2020/00544/REM - submitted July 2020 for 399 dwellings). Developer will be required to commence construction within 3 months of receiving an implementable planning permission. The first completions will follow approx 12 months later.*

*Homes England will require modern construction methods and accelerated construction (average completion rate of 4 units per month over a 10-year period. Homes England - large-scale infrastructure funding.”*

- 1.29 With reference to the appeal decisions I have discussed in my main proof of evidence, I accept that this site is “deliverable”. However, based on the Council’s own evidence, dwellings would not be delivered on this site until 15 months after the reserved matters consent, which was in December 2020. Therefore completions will begin in 2022/23 and this means a deduction of **24 dwellings** in the five year period.

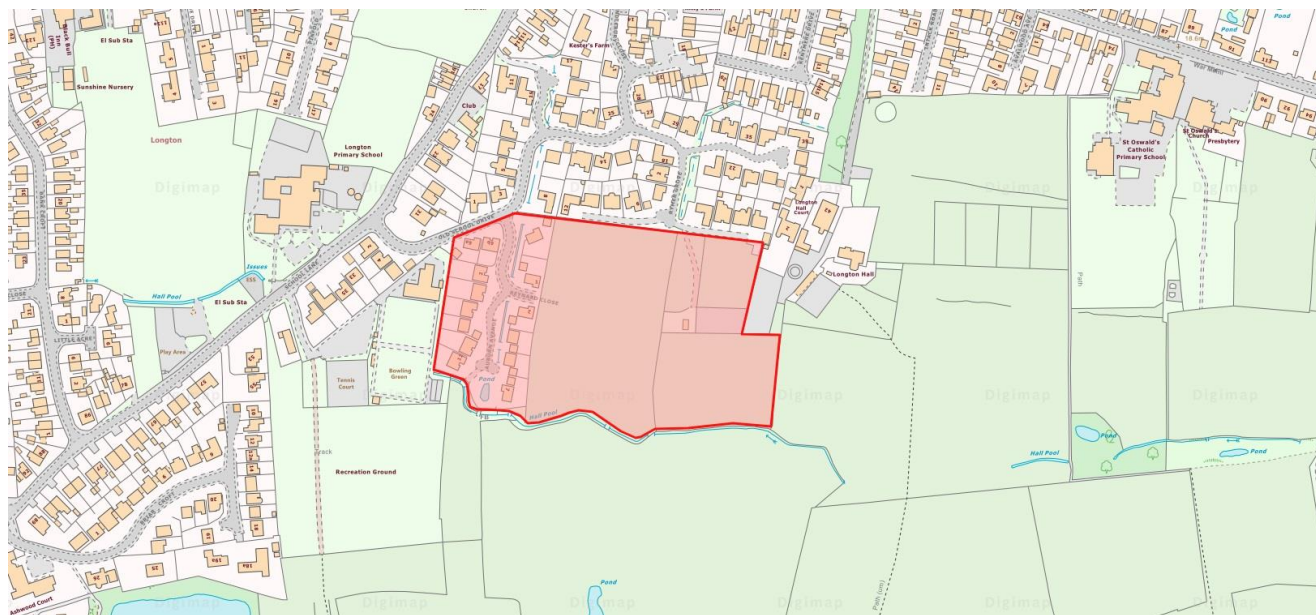
## Site V: Land off School Lane, Longton

**Capacity = 83 dwellings, LPA's 5YHLS = 33 dwellings**

1.30 At the first inquiry into the appeal, the Council's housing land supply witness conceded under cross examination that this site was not deliverable because the Council had not provided the clear evidence required for the inclusion of this site in the five year housing land supply.

### Background

1.31 The site is 2.67 ha in area and is located to the southeast of Longton. To the north of the site is Rymer Grove, to the south is open fields, and to the west is residential development. The site is immediately adjoined by Site M to the east. A site location plan is provided below.



### Planning history

- 1.32 The site is allocated in the Local Plan for 83 dwellings under policy D1. 14 dwellings were developed by Redrow Homes to the west. This leaves 69 dwellings.
- 1.33 The table on pages 38 to 40 of the Local Plan explains that 40 dwellings will be delivered at this site in the period 2010/11 to 2015/16 and the remaining 43 dwellings from 2016/17 to 2020/21.
- 1.34 A planning application for the remainder of the site has not been submitted.

## Council's position

- 1.35 The 2020 HLP (base date 31<sup>st</sup> March 2020) states that the capacity of the site is 40 dwellings and that 20 dwellings will be delivered in years 4 (2023/24) and 5 (2024/25). The Council has since revised its position and considers that 33 dwellings should be considered deliverable (i.e. -7 dwellings).
- 1.36 The 2019 HLP (base date 31<sup>st</sup> March 2019) considers that the remaining capacity of the site is 69 dwellings and that 20 dwellings will be delivered in each of years 4 (2022/23) and 5 (2023/24) (i.e. 40 in total in the five year period).
- 1.37 The 2018 HLP (base date 31<sup>st</sup> March 2018) considered that the remaining capacity of the site is 69 dwellings and that 16 dwellings would be delivered in year 2 (2019/20), 29 in year 3 (2020/21) and 24 in year 4 (2022/23). No comments were provided.
- 1.38 The 2017 HLP (base date 31<sup>st</sup> March 2017) considered that the remaining capacity of the site is 69 dwellings and that 16 dwellings would be delivered in year 2 (2018/19), 29 in year 3 (2019/20) and 24 in year 4 (2021/22). It stated

*“Construction projected to start in 2018/19.”*

- 1.39 Each time the HLP is produced, the delivery of this site is pushed back. This is shown in the following table:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
2017	0	16	29	24	0	0	0	0
2018		→	16	29	24	0	0	0
2019			→	→	→	20	20	20
						→	20	20

## Assessment

- 1.40 As set out on page 66 of the Framework, the onus is on the Council to provide “clear evidence” that housing completions will begin on this site within five years. The HLP does not provide any evidence. It simply states:

*“January 2020 – telephone conversation with developer who is confident of resolution of the issues with the ransom strip for access”.*

- 1.41 The timings and build rates set out in the HLP are not supported by any detailed programme, or explanation of how the timing or indeed the build rate would be achievable.
- 1.42 None of the evidence of the type set out in paragraph 68-007 of the PPG has been provided i.e.:
- current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
  - firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;
  - firm progress with site assessment work; or
  - clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.
- 1.43 The current planning status is that the site does not have planning permission. A planning application was made in December 2020 but this is for 33 dwellings, not 40 dwellings (LPA ref: 07/2020/01063/FUL). It is pending determination. The application explains that access to the site will be from the west.
- 1.44 The Council has not provided any evidence in terms of ownership constraints. When the landowners of the land to the west (the Young family and Ms Winfield) sold the land to Redrow, they retained the ownership of the land required for the access. Whilst the HLP recognises that this is a “ransom strip” which can be overcome, the onus is on the Council to explain how and when this is going to happen and whether this will affect the viability. This is clear, relevant information that has not been provided. Without this issue being overcome, there is no realistic prospect that housing completions will begin on this site within five years even if planning permission is granted.
- 1.45 In summary, the evidence provided does not demonstrate that this site is “deliverable”. The site should be removed. This results in a deduction of **33 dwellings** from the Council's supply.

## 2. Sites no longer disputed

### Site S: Brindle Road, Bamber Bridge (Land adjacent to Cottage Gardens)

**Capacity = 11 dwellings, LPA's 5YHLS = 11 dwellings**

- 2.1 At the base date, the site was allocated without planning permission. This remains the case.
- 2.2 As set out on page 66 of the Framework, the onus is on the Council to provide "clear evidence" that there will be housing completions on this site in the next five years. The HLP does not provide any evidence to support the inclusion of this site in the supply. It simply states:

*"A housing trust has recently taken ownership of the site. Application anticipated in summer 2020 with start on site 2020/21 and completions in that year."*

- 2.3 The few comments in the HLP are not clear evidence of deliverability. Even if a planning application is made on an allocated site this does not mean that this Council will approve it. Indeed, whilst a full planning application was made after the base date in June 2020 (LPA ref: 07/2020/00443/FUL), it was refused on 22<sup>nd</sup> October 2020 for three reasons:

- 1. "That the proposal would result in the unacceptable and avoidable loss of trees protected by Tree Preservation order and is contrary to Policy G13 (Trees Woodland and Development) of the South Ribble Local Plan*
- 2. The proposed development would result in piecemeal development which would not be integrated with development of the wider site 'S' (land off Brindle Road) allocated for residential development. Access into the site should be from the wider Site S and not through Cottage Gardens. The proposal is therefore contrary to Policy D1 (Allocation of housing land of the South Ribble Local Plan.*
- 3. The proposed development by virtue of access from Cottage Gardens rather than Site S would result in loss of residential amenity to existing Cottage Garden residents. The proposal is therefore contrary to Policy G17 of the South Ribble Local Plan."*

- 2.4 As a result, there is no clear evidence for the inclusion of this site. It should be removed. This results in a deduction of **11 dwellings** in the five year supply as set out in the HLP. The Council now agrees that this site should be removed.

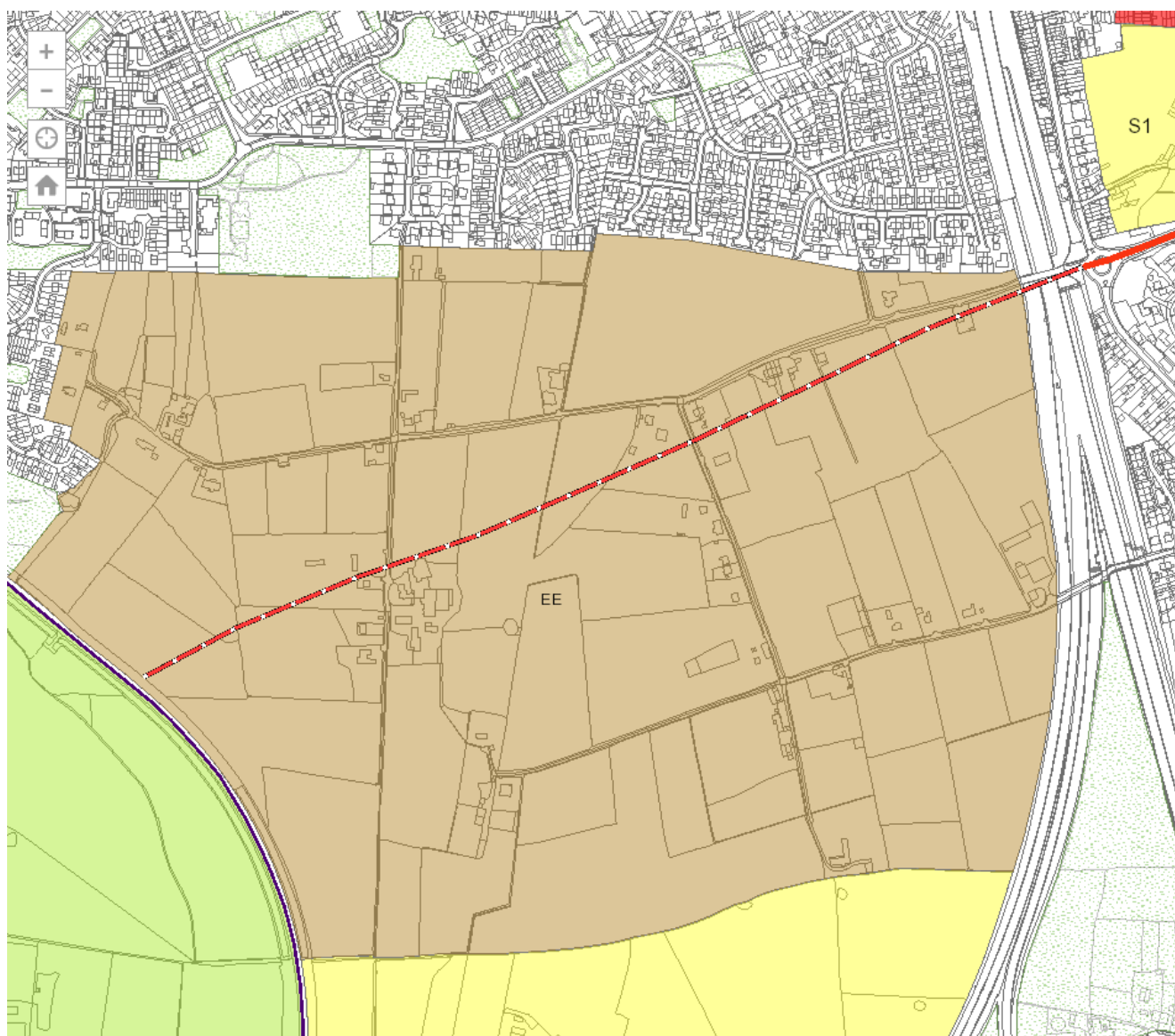


## Site EE: Pickering's Farm, Penwortham

**Capacity = 1,350 dwellings, LPA's 5YHLS = 90 dwellings**

### Background

- 2.5 This very large site is 79 ha in area and is located to the south of Penwortham. The site is bound to the west by Penwortham Way and to the east by the railway line. Chain House Lane is to the south of the site and Bee Lane is to the north. An extract from the proposals map is provided below.



## Planning history

- 2.6 The site is allocated for 1,350 dwellings in the Local Plan (ref EE) under policies C1 and D1 of the Local Plan. The table on pages 38 to 40 of the Local Plan explain that 150 dwellings would be delivered at this site in the period 2010/11 to 2015/16 and 600 dwellings between 2016/17 and 2020/21. This has not happened.
- 2.7 The Local Plan Inspector's Report states that significant infrastructure improvements will be required to support the development of the site, including the Cross Borough Link Road, nursery and primary education provision, and health care provision. These are to be delivered via a combination of CIL and S106 agreements. The Inspector states that the evidence demonstrates the development will be viable having regard to the infrastructure requirements and that there are no fundamental obstacles to the site's delivery<sup>1</sup>.
- 2.8 A draft masterplan for the site was prepared by Taylor Wimpey and Homes England, and was subject to two formal public consultations in 2018. The masterplan was eventually taken to planning committee on 17<sup>th</sup> September 2020 where it was refused. The resolution of the planning committee was:

*"That the Pickerings Farm Masterplan, Design Code and Infrastructure Delivery Schedule as submitted by Taylor Wimpey and Homes England be refused as a result of concerns regarding highways; green infrastructure; ecology; drainage provisions; impact on air quality; lack of appropriate and necessary infrastructure; inappropriate mix of housing; and the impact on the residential amenity of the wider community"*

- 2.9 Whilst an outline planning application was submitted over a year ago in January 2020 (LPA ref: 07/2020/00015/ORM) it has not been determined and will not be approved until the masterplan has been agreed.

- 2.10 Taylor Wimpey's website states:

*"September 2020*

*The Masterplan went to committee on 17 September. We understand the importance of listening to feedback from this committee. We want to ensure that the proposed masterplan will meet the needs of the local community and*

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<sup>1</sup> Local Plan Inspector's Report paragraphs 64-65

*will continue our consultation with South Ribble Council, key stakeholders and local people to achieve this."*

### **Council's position**

2.11 The 2020 HLP (base date 31<sup>st</sup> March 2020) considers that the capacity of the site is 1,100 dwellings and that 90 dwellings will be delivered in year 5 (2024/25). The comments state:

*"March 2020 - The developers are keen to progress with this site and hope for the Masterplan to be agreed at an early stage and the outline planning permission to be determined in the Summer. As a result of being subject to a Masterplan to guide development, and also work done during the pre-application stage, it is considered this will provide more certainty during the Reserved Matters process."*

2.12 The 2019 HLP (base date 31<sup>st</sup> March 2019) considered that the capacity of the site is 1,230 dwellings and that 30 dwellings will be delivered in year 2 (2020/21), 90 in years 3 and 4 (2021/22 and 2022/23) and 120 in year 5 (2023/24) i.e. 330 dwellings in the five year period.

2.13 The 2018 HLP (base date 31<sup>st</sup> March 2018) considered that 380 dwellings would be delivered in just 3 years between 2020/21 and 2022/23. The comments stated:

*"Work is commencing on the masterplan. Discussions with appropriate stakeholders, including Network Rail, progressing well. It is anticipated that the masterplan will be published for public consultation in September for 6 weeks, with a view to adoption in December 2018."*

*First occupation anticipated July 2020. Forecast figures based on information from developer."*

2.14 The 2017 HLP (base date 31<sup>st</sup> March 2017) considered that 240 dwellings would be delivered in 2 years between 2020/21 and 2021/22. The comments stated:

*"Access issues over the West Coast Main Line are still to be resolved which in turn has delayed the preparation of the Masterplan for the site"*

2.15 The positions are shown in the following table:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
2017	0	0	0	100	140	140	140	140
2018		0	0	100	120	120	120	120
2019			0	30	90	90	120	120
2020				→	→	→	→	90

## Assessment

2.16 As set out on page 66 of the Framework, the onus is on the Council to provide “clear evidence” that housing completions will begin on this site within five years. The HLP does not provide any evidence to support the inclusion of this site in the supply.

2.17 The timings and build rates set out in the HLP are not supported by any detailed programme, or explanation of how the timing or indeed the build rate would be achievable. There is no clear evidence of when the masterplan is to be revised or whether it will be approved by this Council.

2.18 Indeed, none of the evidence of the type set out in paragraph 68-007 of the PPG has been provided i.e.:

- current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
- firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;
- firm progress with site assessment work; or
- clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

2.19 The current planning status is that the site does not have planning permission. Whilst a planning application has been made it is only in outline and there is no evidence of firm progress towards the approval of a masterplan. Taylor Wimpey’s website provides no further detail.

2.20 Following a change in the control of the Council after the Local Election in May 2019, the two leaders of the Council (Cllr Howarth and Cllr Foster) have pledged to “radically rethink” the proposed development at Pickering’s Farm and the masterplan has since been refused.

2.21 No evidence has been provided to demonstrate that there has been firm progress made in terms of site assessment work.

- 2.22 In terms of clear relevant information about the site ownership, the site is not just owned or under option by Taylor Wimpey and Homes England. There are multiple owners. The Council has not provided any evidence to demonstrate how the site will be comprehensively master planned given the various landowners involved.
- 2.23 The Council has not provided any evidence In terms of the significant infrastructure required. A large roundabout will be required for the site to be accessed off one of the major roads into Preston (the A582 – Penwortham Way). This road is to be upgraded to a dual carriageway along the full length from Preston to Cuerden.
- 2.24 The evidence does not demonstrate when the infrastructure is to be delivered or how it will be paid for or how this will affect the timing. The evidence provided does not demonstrate that this site is “deliverable”. The site should be removed. This results in a deduction of **90 dwellings** from the Council's supply as set out in the HLP. The Council now agrees this site should be removed.

## Site Z: Lostock Hall Primary School, Avondale Drive, Lostock Hall

**Capacity = 30 dwellings, LPA's 5YHLS = 10 dwellings**

2.25 At the first inquiry into the appeal, the Council's housing land supply witness conceded under cross examination that this site was not deliverable because the Council had not provided the clear evidence required for the inclusion of this site in the five year housing land supply.

### Background

2.26 The site is 1.5 ha in area and is located in the centre of Lostock Hall. The site is bound to the west by Avondale Drive, to the east by Wilkinson Street and to the south by Moss Lane. To the north of the site is existing residential development and St James' Vicarage.



### Planning history

2.27 The site is allocated in the Local Plan for 30 dwellings under policy D1. Paragraph 7.59 of the Local Plan states:

*“This site, located on Avondale Drive, off Watkin Lane in Lostock Hall, is currently occupied by a vacant school and measures 1.5 ha. It is bounded by residential properties to all boundaries. As the site was an educational facility, it was allocated under Local Plan Policy OSR6: Private, Educational and Institutional Recreational Open Space. Since the closure of the school, the open space is no longer in use. The site is well located close to the centre of Lostock Hall and suitable for redevelopment for housing. The development must provide for an*

*appropriate area of on-site open space to mitigate against the loss of the school playing field.”*

2.28 The table on pages 38 to 40 of the Local Plan explains that 30 dwellings will be delivered at this site in the period 2016/17 to 2020/21. However, to date a planning application has not been made.

### **Council's position**

2.29 The 2020 HLP (base date 31<sup>st</sup> March 2020) considers that the capacity of this site is 20 dwellings and that 10 dwellings will be delivered in year 5 (2024/25).

2.30 The 2019 HLP (base date 31<sup>st</sup> March 2019) considered that the capacity of the site is 20 dwellings and that 10 dwellings will be delivered in year 5 (2023/24).

2.31 The 2018 HLP (base date 31<sup>st</sup> March 2018) considered that the capacity of the site is 20 dwellings and that 10 dwellings will be delivered in year 3 (2020/21) and 10 in year 4 (2021/22).

2.32 The 2017 HLP (base date 31<sup>st</sup> March 2017) considered that the capacity of the site is 20 dwellings and that 10 dwellings will be delivered in year 3 (2019/20) and 10 in year 4 (2020/21). The comments stated:

*“Dependent on LCC being in a position to dispose of the asset. Demolition of existing school will be required”*

2.33 Therefore, each time the HLP is produced, the delivery of this site has been pushed back. This is shown in the following table:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
2017	0	0	10	10	0	0	0	0
2018		0	→	10	10	0	0	0
2019				→	→	→	10	10
2020							→	10

## Assessment

2.34 As set out on page 66 of the Framework, the onus is on the Council to provide “clear evidence” that housing completions will begin on this site in the next five years. The HLP has not provided any evidence to support the inclusion of this site in the supply. It simply states:

*“28/3/19 - the disposal process should be instigated in 2021. Commencement of development would therefore be likely to commence 2022/23 or later. (July 2020 this site was subject of a Disposals Circular from LCC.)”*

2.35 The timings and build rates provided by the Council are not supported by any detailed programme, or explanation of how the timing or indeed the build rate would be achievable. There is no developer to confirm that these timescales and build rates are realistic.

2.36 None of the evidence of the type set out in paragraph 68-007 of the PPG has been provided i.e.:

- current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
- firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;
- firm progress with site assessment work; or
- clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

2.37 The current planning status is that the site does not have planning permission. A planning application has not been made and there is no evidence of firm progress towards the submission of a planning application. There is no developer to confirm the delivery intentions and anticipated start and build out rates. No evidence has been provided to demonstrate that there has been firm progress made in terms of site assessment work.

2.38 In terms of relevant information about constraints, no evidence has been provided to demonstrate that the loss of the playing field would be acceptable.



2.39 The evidence relied on by the Council does not demonstrate that this site is “deliverable”. The site should be removed. This results in a deduction of **10 dwellings** from the Council's supply as set out in the HLP. The Council now agrees that this site should not be included.

# Appendix – BP2

<b>Date</b>	<b>Event</b>	<b>Reference</b>
27 <sup>th</sup> June 2016	The Central Lancashire Joint Advisory Committee (JAC) agrees to appoint consultants to review the housing requirement	Appendix BP4
2 <sup>nd</sup> March 2017	JAC meeting discusses the draft SHMA	Appendix BP5
September 2017	The Strategic Housing Market Assessment is published	Core Document 1.4
5 <sup>th</sup> September 2017	JAC meeting discusses the final SHMA	Appendix BP6
14 <sup>th</sup> September 2017	Government consults on proposed standard method for calculating housing need	
3 <sup>rd</sup> October 2017	The first Memorandum of Understanding is signed by all three Councils agreeing to continue to use the adopted housing requirement	Core Document 1.8
July 2018	The revised Framework is published including footnote 37	
13 <sup>th</sup> September 2018	The PPG is updated providing the standard method for calculating local housing need and paragraph 3-030	
29 <sup>th</sup> January 2019	The JAC agree to commission a "brief" housing study update	Appendix BP7
February 2019	The Framework is updated. The first sentence of footnote 37 is not amended	
4 <sup>th</sup> June 2019	The JAC is informed that Iceni have been appointed to undertake an additional housing study	Appendix BP8
June 2019	Preston Council's HLPS (base date 31 <sup>st</sup> March 2019) is published, which explains that the 5YHLS should be measured against the adopted housing requirement because it has been reviewed.	Core Document 1.23
3 <sup>rd</sup> September 2019	The JAC is provided with an update on the interim paper provided by Iceni	Appendix BP9
13 <sup>th</sup> November 2019	A report to South Ribble's Cabinet confirms that the Councils are concerned that the standard method does not truly reflect their housing needs	Appendix BP10

Date	Event	Reference
13 <sup>th</sup> December 2019	The Chainhouse Lane appeal decision is published	Core Document 6.1
March 2020	The final Central Lancashire Housing Study is published	Core Document 1.7
May 2020	A second Memorandum of Understanding is signed by all three Councils	Core Document 1.9
21 <sup>st</sup> August 2020	The Chain House Lane Judgment is handed down and the appeal decision is quashed	Core Document 7.1
4 <sup>th</sup> November 2020	Preston withdraws from the second MOU	Appendix BP3

# Appendix – BP3

# Cabinet

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## Cabinet 4 November 2020

**Present:** Councillor M Brown in the Chair; Councillors Moss, Bailey, Boswell, Kelly and Rawlinson

In attendance:

Councillors Desai

Mr A Phillips	– Chief Executive
Mr N Fairhurst	– Director of Customer Services/Deputy Chief Executive
Mrs A Brown	– Director of Communities and Environment
Mr C Hayward	– Director of Development and Housing
Ms J Wilding	– Director of Resources & S151 Officer
Mr Z Bapu	– Senior Member Services Officer

**Apologies** Councillor Khan

### CA39 Chair's Announcements

None beyond the formalities.

### CA40 Declarations of Interests

There were none.

### CA41 Record of Decisions

**Resolved** - That the minutes of a meeting of Cabinet held on 30 September 2020 be noted and signed as a correct record.

### CA42 Matters Referred to the Cabinet for Reconsideration

There were none.

### CA43 Issues Arising from the Overview and Scrutiny Management Committee or Task and Finish Groups

There were none.

## Cabinet

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### **CA44 Permission to advertise loss of open space at Holme Slack School**

#### **Summary**

The Deputy Chief Executive and Director of Customer Services presented a report seeking approval to advertise the loss of public open space directly to the east of Holme Slack Primary School. The advertisement will precede a 20 year leasehold disposal to Lancashire County Council for the use as a 'Forest Classroom' to enable Holme Slack Community Primary School to teach pupils in an external learning space.

#### **Decision Taken**

That Cabinet

- (i) Approved the placing of an advertisement relating to the loss of public open space to the east of Holme Slack Primary School;
- (ii) Delegated to the Deputy Chief Executive and Director of Customer Services the task of considering any representations which may be received in response to the advertisement; and
- (iii) That Cabinet delegated to the Deputy Chief Executive and Director of Customer Services the task of negotiating and approving the terms of the disposal of land to Lancashire County Council in accordance with Section 123 of the Local Government Act 1972.

#### **Reasons for Decision**

To ensure that the Council complies with its statutory obligation with regard to the disposal of public open space.

#### **Alternative Options Considered and Rejected**

The Council could do nothing, however this area of land can often become untidy and overgrown and this proposal will see it utilised for the benefit of the primary school in the Deepdale community.

### **CA45 Work Plan Study for Urban Parking and Covid note**

#### **Summary**

Councillor Desai, Chair of the Task and Finish Group for Urban parking presented Work Plan Study report by the Group. Cabinet expressed their gratitude for the efforts of the Task and Finish Group and Officers involved. The report and recommendations were very comprehensive.

#### **Decision Taken**

# Cabinet

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That Cabinet

- i) Noted the report; and
- ii) Endorsed the recommendations of the Task and Finish Group

## **CA46 Decision Making Plan**

### **Summary**

The Council's Decision Making Plan which gave details of key decisions and decisions which Cabinet intended to make in private was presented for information.

### **Decision Taken**

Cabinet noted the Decision Making Plan.

### **Reasons for Decision**

The Plan was presented for information only.

### **Alternative Options Considered and Rejected**

There were none.

## **CA47 Date of Next Meeting**

The date of the next meeting of the Cabinet is Wednesday 9 December 2020 at 5.00pm.

## **CA48 Consideration of Representations submitted in respect of item 12**

There were none.

## **CA49 Exclusion of the Press and Public**

**Resolved** - "That the public be excluded from this meeting during consideration of the following items of business on the grounds that there is likely to be disclosure of exempt information which is described in the paragraphs of Schedule 12A to the Local Government Act 1972 which are specified against the heading to each item, and that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing it."



## Cabinet

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### **CA50 Capital expenditure on Killingsough Farm, Fulwood (Paragraph 3)**

#### **Summary**

The Deputy Chief Executive and Director of Customer Services presented a report seeking approval to the Council to carry out Capital Repair Works on one of its investment properties funded from the Capital Programme.

#### **Decision Taken**

That Cabinet

- (i) Approved the schedule of works detailed in the report; and
- (ii) That Cabinet delegated to the Deputy Chief Executive and Director of Customer Services to consent to our consultant awarding the repairs contract within the estimated budget highlighted in the report, and to finalise any related documents to complete the transactions.

#### **Reasons for Decision**

To ensure the investment is maintained in good condition and that the Council remains compliant with its landlord obligations in the lease.

#### **Alternative Options Considered and Rejected**

The only alternative option considered and rejected was for the Council not to undertake the necessary repairs, however as a landlord we have to comply with our lease terms.

**In accordance with Rule 19.3 of the Council's Access to Information Procedure Rules, the following item was considered as an urgent Item as the business was required to be transacted prior to the next scheduled meeting of the Cabinet..**

### **CA51 Urgent Item - Central Lancashire Local Plan Memorandum of Understanding and Statement of Co-Operation: Relating to the Provision and Distribution of Housing Land for development management purposes (Paragraphs 3 and 5)**

#### **Summary**

The Director of Development and Housing presented a report on the Central Lancashire Local Plan Memorandum of Understanding and Statement of Co-Operation relating to the provision and distribution of housing land supply.

#### **Decision Taken**

## Cabinet

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That Cabinet

- (i) approved the withdrawal of the Council from the Central Lancashire Local Plan Memorandum of Understanding and Statement of Co-Operation: Relating to the Provision and Distribution of Housing Land (April 2020) and the subsequent Statement of Common Ground (May 2020), to take effect immediately and;
- (ii) noted that the Central Lancashire Local Plan Memorandum of Understanding and Statement of Co-Operation: Relating to the Provision and Distribution of Housing Land (April 2020) and the subsequent Statement of Common Ground (May 2020) will not be relied upon by the Council for Development Management purposes in the determination of planning applications henceforth.

### **Reasons for Decision**

Following a recent appeal decision in Chorley, an independent Inspector has attributed limited weight to the MOU in determining an appeal. The situation is therefore now clear that, unless there is a significant change in circumstances, the MOU is only likely to attract limited weight in decision-taking across Central Lancashire. As a material consideration in the determination of planning applications therefore the MOU will have limited value and the Council would only be able to place little reliance on its contents and it would not serve the purpose for which it was intended.

### **Alternative Options Considered And Rejected**

The Council could do nothing and decide to continue to rely on the MOU in decision-taking. This option has however been rejected, as there is now a real possibility the MOU will only attract limited weight in that process.

The Council could decide to review the MOU, jointly with the Central Lancashire authorities. This option has however been rejected, as it would be unlikely to result in the MOU attracting further weight. The Central Lancashire authorities are in the process of reviewing the Local Plan which must consider the matter of redistribution of housing, and which officers will continue to progress in that process.

# Appendix – BP4



Report of	Meeting	Date
Director of Development, Preston City Council	Central Lancashire Strategic Planning Joint Advisory Committee	27 June 2016

## **FULL OBJECTIVELY ASSESSED HOUSING NEED AND STRATEGIC HOUSING MARKET ASSESSMENT**

### **PURPOSE OF REPORT**

1. To advise members of the Joint Advisory Committee of the appointment of consultants to carry out a Full Objectively Assessed Housing Need and Strategic Housing Market Assessment of Central Lancashire.

### **RECOMMENDATION(S)**

2. The Joint Advisory Committee is recommended to note the contents of this report.

### **EXECUTIVE SUMMARY OF REPORT**

3. This report sets out details of work to update the full, objectively assessed housing needs in the development plan.

### **REASONS FOR RECOMMENDATION(S)**

4. To advise member of the Joint Advisory Committee on the work to the evidence base.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5. N/A

### **BACKGROUND**

6. The Planning and Compulsory Purchase Act 2004, S13, places a duty on local planning authorities to keep under review the matters which may be expected to affect the development of their area or the planning of its development, including:
  - (a) the principal physical, economic, social and environmental characteristics of the area of the authority;

- (b) the principal purposes for which land is used in the area;
- (c) the size, composition and distribution of the population of the area;
- (d) the communications, transport system and traffic of the area;
- (e) any other considerations which may be expected to affect those matters;
- (f) such other matters as may be prescribed or as the Secretary of State (in a particular case) may direct.

The duty extends to any changes that the authority think may occur to any matter and the effect of those changes. National Planning Policy in paragraph 158 of the National Planning Policy Framework requires local planning authorities to ensure that their local plans are based on adequate, up to date and relevant evidence. In particular, paragraph 159 indicates that they should have a clear understanding of the housing needs in their area. Planning Practice Guidance advice is that appropriate and proportionate evidence is essential for producing a sound Local Plan. The advice is also that the evidence should be kept up to date and where dated should be brought up to date to reflect current data. Government advice in the Planning Practice Guidance is that most local plans are likely to need updating in whole or in part at least every five years.

7. The three Central Lancashire authorities have up to date and National Framework compliant development plans consisting of the Joint Central Lancashire Core Strategy, adopted July 2012, and the three respective site allocations plans, adopted by the respective authorities on varying dates but all in July 2015. The Core Strategy is, therefore, reaching the point where, government guidance suggests that there should be some review as to whether policies need updating.
8. The housing requirement figures in the plan, set out in Policy 4 of the Core Strategy, derive from the now revoked Regional Spatial Strategy figures, which in turn are based upon population and household projection figures dating from 2003. This is becoming an issue in determining planning applications and, particularly, in defending appeals where applicants/appellants are arguing that these figures, even in a recently adopted plan, do not constitute the full, objectively assessed need for market and affordable housing in each of the three Council areas. The further argument is that this is in breach of the requirement of paragraph 47 of the NPPF, which is that local planning authorities use their evidence base to ensure that the Local Plan meets the full objectively assessed need. In such circumstances elsewhere planning inspectors have weighed in favour of the appellant. In addition the High Court has supported the view that the starting point in determining housing requirements is the full, objectively assessed need.
9. In particular, in what is now regarded as a definitive judgment, the Court of Appeal ruled in *St Albans City Council v Hunston Properties* (Sir David Keene) that:

*“I see the force of these arguments, but I am not persuaded that the inspector was entitled to use a housing requirement figure derived from a revoked plan, even as a proxy for what the local plan process may produce eventually. The words in paragraph 47(1), “as far as is consistent with the policies set out in this Framework” remind one that the Framework is to be read as a whole, but their specific role in that sub-paragraph seems to me to be related to the approach to be adopted in producing the Local Plan. If one looks at what is said in that sub-paragraph, it is advising local planning authorities:*

*“to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework.”*

*That qualification contained in the last clause quoted is not qualifying housing needs. It is qualifying the extent to which the Local Plan should go to meet those needs. The needs assessment, objectively arrived at, is not affected in advance of the production of the Local Plan, which will then set the requirement figure.*

*Moreover, I accept Mr Stinchcombe QC's submissions for Hunston that it is not for an inspector on a Section 78 appeal to seek to carry out some sort of local plan process as part of determining the appeal, so as to arrive at a constrained housing requirement figure. An inspector in that situation is not in a position to carry out such an exercise in a proper fashion, since it is impossible for any rounded assessment similar to the local plan process to be done. That process is an elaborate one involving many parties who are not present at or involved in the Section 78 appeal. I appreciate that the inspector here was indeed using the figure from the revoked East of England Plan merely as a proxy, but the government has expressly moved away from a "top-down" approach of the kind which led to the figure of 360 housing units required per annum. I have some sympathy for the inspector, who was seeking to interpret policies which were at best ambiguous when dealing with the situation which existed here, but it seems to me to have been mistaken to use a figure for housing requirements below the full objectively assessed needs figure until such time as the Local Plan process came up with a constrained figure."*

10. In the two public inquiries involving housing land issues held in Preston since the adoption of the Site Allocations Plan (Ingol Golf Course and Gladman, Grimsargh both in January 2016), the Council has faced arguments that the Core Strategy housing requirement figure is out of date and does not represent the full objectively assessed need. The counter argument has been that both parts of the development plan, the Core Strategy and Site Allocations Plan, are National Planning Policy Framework compliant but it will become increasingly difficult to sustain that argument as time passes, and particularly as the fifth anniversary of adoption of the Core Strategy approaches in 2017, which is a critical date in government guidance.
11. It is, therefore, timely to look at the housing requirement figures. GL Hearn, who are one of a number of consultants with expertise in this area and are on the HCA's technical panel, have been appointed through the North West Procurement Portal to carry out the work. They have recent relevant experience of similar work in the North West, having carried out the Mid-Mersey study covering St Helens, Warrington and Halton during 2015.
12. The FOAN/SHMA work will be carried out during 2016 and it is currently expected that the work will be completed by the end of September.

## **CONCLUSIONS**

13. For the reasons set out above this work is necessary and timely. In particular, taking into account the fifth anniversary of the adoption of the Central Lancashire Core Strategy in 2017, the revocation of RSS on which the Core Strategy figures are based and the latest population and household projection figures all point to the need to review this part of the local plan evidence base.

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Mike Molyneux	01772 906703	June 2016	***

# Appendix – BP5



Report of	Meeting	Date
Director of Development, Preston City Council	Central Lancashire Strategic Planning Joint Advisory Committee	2 March 2017

## **Full Objectively Assessed Need for Housing and Strategic Housing Market Assessment**

### **PURPOSE OF REPORT**

1. To provide members of the Joint Advisory Committee with further information on the Full Objectively Assessed Housing Need and Strategic Housing Market Assessment evidence.

### **RECOMMENDATION(S)**

2. The Joint Advisory Committee is asked to note the current position with regard to the FOAN & SHMA report and the retention of Core Strategy Housing Requirements for the purposes of moving forward.

### **EXECUTIVE SUMMARY OF REPORT**

3. Local Planning Authorities are required to identify the Full Objectively Assessed Need for Market and Affordable Housing as part of the evidence underpinning their local plan. The FOAN, whilst not the plan figure, underpins assessment of the five year supply of deliverable housing land enabling developers to argue that where it is out of date the five year supply figure cannot be calculated and, therefore, the local planning authority cannot demonstrate that it has a five year supply of deliverable housing land. All local planning authorities without an up to date FOAN are vulnerable to this argument, which has been upheld by Inspectors at appeal.
4. A new FOAN has been calculated by consultants GL Hearn. Agreement is needed on that figure so the Strategic Housing Market Assessment can be finalised. This report sets out a pragmatic way forward.

### **REASONS FOR RECOMMENDATION(S)**

5. For Members of the JAC to be aware of the current position.



## **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. N/A. this report concerns the evidence base for the plan, not planning policy.

### **BACKGROUND**

7. Local Planning Authorities are required by government to ensure that their development plans identify sufficient land to meet the Full Objectively Assessed Need for market and affordable housing across the housing market area during the plan period. The requirement is set out in paragraph 47 of the National Planning Policy Framework. Where an up to date need figure cannot be demonstrated, developers have used that to argue that the local planning authority cannot know what its need is and, therefore, cannot say whether it has five years' worth of deliverable housing land against that need.

### **The FOAN**

8. The Full Objectively Assessed Need (FOAN) figure is the minimum housing needed over the plan period. Paragraph 47 of the Framework requires it to be assessed for the Housing Market Area. It is, however, expressed in terms of a need per local planning authority as each authority is responsible for preparing its own development plan, although housing market areas frequently include more than one local planning authority. There is a caveat to that, which is set out below.
9. It is an evidence figure and not the plan requirement figure. The latter can be higher than the FOAN but should not be lower unless there are planning constraints that cannot be overcome, in which case the local planning authority should seek the co-operation of neighbouring authorities to deliver the housing under the Duty to Co-operate introduced through S110 of the Localism Act 2011. Examples of such constraints would be green belt or areas at risk of flooding.
10. FOAN is, therefore, a minimum requirement. Housing requirements in development plans can be set higher than the FOAN as can targets in agreements with government through other, non-statutory policy initiatives.

### **Calculating the FOAN**

11. The government sets out a methodology for determining the FOAN in the Planning Practice Guidance. Whilst not mandatory, the advice in the planning practice guidance is that, if local planning authorities depart from that methodology, they should set out clear reasons why they have done so. The government's view is that the methodology in the guidance is preferable as it creates transparency in how the evidence has been gathered.
12. The consultants (GL Hearn) who have prepared the Central Lancashire FOAN and Strategic Housing Market Assessment (SHMA) have followed the methodology set out in the Planning Practice Guidance.

### **Housing White Paper Implications**

13. The Housing White Paper published in February 2017 refers to consultation that the government intends to carry out on a standardised approach to determining an objectively

assessed requirement for housing. 'Requirement' is usually taken to refer to the target figure in the development plan not the need figure. As indicated above and clearly set out by the consultants who have prepared the FOAN/SHMA report, the FOAN figure is not the housing target.

### The FOAN determined by GL Hearn

14. The starting point for determining the FOAN is set out in the Planning Practice Guidance and is the population projections produced by the Office for National Statistics. The latest figures are the 2014 base figures that were published in May 2016. The ONS projections, and the DCLG household projections derived from them, are trend based so that in an area where there has been a high level of household growth and, therefore, housing growth in recent years that will be reflected in the projections. Conversely where such growth has been constrained, that will also be reflected. In order to ensure that no recent factors have skewed the data, the consultants have used a 14 year migration figure as the basis for the FOAN.
15. The various differences in the projected number of dwellings per annum, and a comparison with the existing plan figures is set out in the following table:

	Chorley	South Ribble	Preston	Central Lancs
Core Strategy requirement p.a.	417	417	507	1,341
2014 population projection base p.a. (SNPP)	511	182	241	934
OAN	465	325	523	1,313
Variation from CS OAN	+48	-92	+16	-28
Variation from SNPP OAN	-46	+143	+282	+379
Variation from CS SNPP				

16. Three points stand out from that.
  - Firstly across the Central Lancashire Housing Market Area there is not a significant difference between the current plan requirement of 1,341 and the FOAN figure of 1,313.
  - Secondly, there is a difference in the distribution of housing need across the three authorities, particularly affecting Chorley and South Ribble. In Chorley the FOAN is 48 dwellings more than the Core Strategy requirement, in South Ribble it is 92 dwellings fewer.
  - Thirdly, the effect of using the 14 year migration figure as the basis for the FOAN has a dampening effect on the changes that would derive purely from the sub-national population projections. If the population projections, being the starting point in the Planning Practice Guidance, were used as the basis for the need figure Chorley would see an increase in need above the CS requirement of 94 dwellings per annum, while in Chorley and Preston there would be a decrease of 235 and 266 dwellings per annum respectively. The 14 year migration figure, therefore, mitigates the trend deriving solely from population projections.

## **The potential for a redistribution within the Housing Market Area**

17. The Central Lancashire Housing Market Area is very self-contained with containment levels of over 80% when long distance moves are taken out compared with the threshold of 70% set out in the Planning Practice Guidance. It is, therefore, likely that a new household forming within Central Lancashire will consider housing anywhere within the Housing Market Area rather than any particular local authority area.
18. There is the potential for a redistribution of housing provision within the Housing Market Area as indicated by two judicial authorities; *St Modwen v SSCLG & East Riding of Yorkshire Council* (High Court) and *Oadby and Wigston Council v SSCLG* (Court of Appeal)<sup>1</sup>. The circumstances of each case are different but both allow for an apportionment of housing within the Housing Market Area that is different from the need figure for each individual local authority within the area provided that there is some formal agreement to that and the FOAN for the Housing Market Area as a whole is being met.
19. In summary the relationship between the Full Objectively Assessed Need for housing and the planned housing provision, therefore is:
  - The FOAN is the minimum that needs to be provided. Local Planning Authorities can plan for more housing in their area, for example, to meet economic growth aspirations.
  - The FOAN is an evidence figure, not policy.
  - The FOAN should be assessed at the Housing Market Area level; Central Lancashire has a level of containment that exceeds the threshold set out in national guidance.
  - Apportionment of the FOAN by agreement between local planning authorities within a Housing Market Area, which differs from the figure for each authority, is possible as long as the FOAN for the Housing Market Area is met.

## **Moving forward pragmatically**

20. As indicated above, the FOAN for Central Lancashire is only marginally lower (2%) than the housing requirement figure set out in the Core Strategy. It is, therefore, recommended that the Core Strategy requirements should be retained rather than proceed to a partial review of the Core Strategy at this time.
21. There are other practical considerations that support that approach, including requirements proposed by government in the Housing White Paper.
22. In particular, the government has signalled its intention to set out in regulations a requirement for local planning authorities to review local plans and other local development documents at least once every five years. That would require a full review of the Core Strategy and the three authorities' Site Allocations Plans by 2020 at the latest.

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<sup>1</sup> *St Modwen Developments Limited - and - (1) Secretary of State for Communities and Local Government (2) East Riding of Yorkshire Council: [2016] EWHC 968 (admin) & Oadby and Wigston Borough Council - and - (1) Secretary of State for Communities and Local Government (2) Bloor Homes Ltd [2016] EWCA Civ 1040*

23. Work has started on updating other parts of the evidence base for the Core Strategy, which makes a full review more appropriate.
24. Shropshire Council, a unitary authority, has taken a similar approach. In 2016 it commissioned a new FOAN/SHMA that indicated a need for 1,259 dwellings per annum. This compared with a requirement in the Core Strategy, adopted in 2011, for 1,390 dwellings per annum between 2011 and 2021 and 1,530 between 2021 and 2026. For planning purposes and development management, that Council has retained its Core Strategy figures. That approach has been endorsed recently by an Inspector in an appeal at Ludlow<sup>2</sup>.

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Mike Molyneux	01772 906703	March 2017	***

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<sup>2</sup> Appeal Ref: APP/L3245/W/15/3137161, Land at Foldgate Lane, Ludlow, Shropshire 16 November 2016

# Appendix – BP6

# Central Lancashire Strategic Planning Joint Advisory Committee

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## Central Lancashire Strategic Planning Joint Advisory Committee 5 September 2017

### Present:

Councillor P Moss (Chair)	– Preston City Council
Councillor N Cartwright	– Preston City Council
Councillor P Walmsley	– Chorley Borough Council
Councillor A Bradley	– Chorley Borough Council
Councillor M Boardman	– Chorley Borough Council
Councillor C Hughes	– South Ribble Borough Council
County Councillor M Green	– Lancashire County Council
County Councillor B Yates	– Lancashire County Council

### Officers:

Mr M Lester	– Director of Business, Development and Growth (Chorley Borough Council)
Ms Z Whiteside	– Head of Strategic Development (Chorley Borough Council)
Ms A Marland	– Principal Planning Officer (Chorley Borough Council)
Mr S Forster	– (Chorley Borough Council)
Mr J Noad	– Planning Manager (South Ribble Borough Council)
Mr S Brown	– Assistant Planning Manager (South Ribble Borough Council)
Mr M Hudson	– Head of Planning (Lancashire County Council)
Mr D Colbert	– Principal Engineer Transport Planning (Lancashire County Council)
Mr M Molyneux	– Head of Planning Policy and Housing Strategy (Preston City Council)
Ms E Young	– Student Placement (Preston City Council)
Ms J Pollock	– Scrutiny Support Manager (Preston City Council)

### 41. **Appointment of Chair for the Meeting**

RESOLVED: That Councillor Peter Moss be appointed as Chair for the meeting.

## **42. Welcome by the Chair and Introductions**

The Chair, Councillor Peter Moss, welcomed everyone to the meeting and asked those present to introduce themselves.

## **43. Apologies for absence**

Apologies for absence were submitted on behalf of Chris Hayward (Preston City Council).

## **44. Notification of Substitute Members (if any)**

There were none.

## **45. Declarations of Interests**

There were none.

## **46. Minutes of last meeting**

RESOLVED (Unanimously): That the minutes of the Central Lancashire Strategic Planning Joint Advisory Committee meeting held on 2 March 2017 be confirmed as a correct record and signed by the Chair subject to the following amendments:-

Minute number 34, fifth line- amend trench to tranche;  
Minute number 38, fifth line– amend Hope to Pope;  
Minute number 38, sixth line- amend Tabby to Tabley.

## **47. Strategic Housing Market Assessment, Objectively Assessed Need Figures and Associated Memorandum of Understanding**

The Head of Planning Policy and Housing Strategy (Preston City Council) provided a verbal update on the study jointly commissioned by Preston, Chorley and South Ribble Councils to produce a new Strategic Housing Market Assessment.

It was explained that as the total housing need figure across the housing market area falls below the current annual requirement of 1,341 for Central Lancashire as a whole set out in the Central Lancashire Core Strategy, the current annual requirement figures in the Core Strategy are to be retained.

## Central Lancashire Strategic Planning Joint Advisory Committee

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The Committee was advised that a memorandum of understanding was in draft and members were asked to commit to this approach which will formalise the partnership across the Central Lancashire authorities.

A formal memorandum of understanding would enable the current plan requirement figures to be retained across the housing market area. As this figure of 1,341 clearly exceeds by some margin the 1,184 need figure across Central Lancashire, a memorandum of understanding retaining the plan requirement figures would ensure that the objectively assessed need is met across the housing market area. The High Court in handing down judgment in *St Modwen v East Riding of Yorkshire Council* determined that the NPPF does not require housing needs to be assessed always and only by reference to the area of the development control authority. The proposed approach was found to be consistent with the NPPF and subsequent judicial authorities.

A draft memorandum of understanding has been prepared and reports are being prepared to relevant decision making committees in each Council to adopt this formally by the end of September 2017.

The individual authority housing requirement figures which are included within the Core Strategy and therefore would also be reflected within the Memorandum of Understanding were quoted as follows:

Chorley:	417 dwellings per annum
Preston:	507 dwellings per annum
South Ribble:	417 dwellings per annum
Central Lancashire:	1,341 dwellings per annum

RESOLVED: Members of the Committee from all three authorities agreed to recommend to their authorities that the figures within the Core Strategy be retained and to enter into a Memorandum of Understanding between the three local authorities, to be approved by the 30<sup>th</sup> September 2017 which commits to the retention of the housing requirements in each authority across the housing market area, in order to meet the objectively assessed need for the HMA.

### 48. **Gypsy and Traveller DPD Update**

Steve Brown, the Assistant Planning Manager (South Ribble Borough Council) provided a verbal update on the Central Lancashire Gypsy, Traveller and Travelling Showpeople Local Plan. He reported that a request had been submitted for a Travelling Show site.

RESOLVED – That the verbal update be noted.



### 49. **Employment Land Review**

Steve Brown, the Assistant Planning Manager (South Ribble Borough Council) provided a verbal update on the Employment Land Review. He reported that it was expected that BE Group was working on conclusions of the report and it was expected the recommendations would be available by the end of the week.

RESOLVED – That the verbal update be noted.

### 50. **Transport for the North**

Dave Colbert, Specialist Advisor in Transport Planning (Lancashire County Council) gave a presentation to the Committee on Transport Planning in Lancashire. He gave details of the following:-

- Partnership of elected and business leaders from across the North;
- Proposals for Statutory statistics submitted in October 2016;
- Draw down fund from Central Government other than from local Government;
- Sub National transport Policy from April 2018

He reported on statutory functions such as:-

- Prepare a transport strategy for the North;
- Provide advice to the Secretary of State;
- Co-ordinate transport functions in relation to its area

Members also received information on the following:-

- strategic transport plan update
- initial major roads report
- initial integrated rail report
- Strategic development corridors

RESOLVED – That the presentation be noted.

### 51. **City Deal Update - Year End Monitoring Report**

# Central Lancashire Strategic Planning Joint Advisory Committee

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Marcus Hudson, the Head of Planning (Lancashire County Council) provided an update on the project currently underway as part of the City Deal programme which included:-

## Highways

- A582 – should be completed in October;
- Penwortham Bypass- to be considered at the next meeting of the County Council's Development Control Committee;
- All Hallows Playing Fields- first phase commenced;
- Bamber Bridge local centre improvements- phase 2 to commence before the end of the year;
- New Ribble Bridge crossing- engineering feasibility study being undertaken

He gave details of projects in Preston including:-

- New Hall Lane – going to complete ahead of schedule;
- Preston Bus Station – on target for December 2017;
- Preston East/West link road – had late representations from United Utilities. Will be considered at LCC Development Control meeting in October;
- Cottam Parkway/Rail Station – commissioning work being undertaken through Network Rail;
- Broughton By Pass – will open on 5 October 2017. Also will be closing D'Urton Lane to start work.

RESOLVED – That the verbal update be noted.

## 52. **Employment Skills Supplementary Planning Document**

Steve Brown, the Assistant Planning Manager (South Ribble Borough Council) provided a verbal update on the previously considered reports on the Employment Skills Supplementary Planning Document. He reported that the document would be considered by relevant committees and that good progress was being made on the matter.

RESOLVED – That the verbal update be noted.

## 53. **Low Emissions and Air Quality Guidance for Development Management**

The Committee considered a report by The Director (Business, Development and Growth (Chorley Council) on Low Emissions and Air Quality Guidance

## Central Lancashire Strategic Planning Joint Advisory Committee

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for Development Management. The report gave details of the potential of the production of a supplementary planning document (SPD). The report also gave information on Air Quality Management Areas (AQMAs) in Preston and South Ribble.

The report also gave details of template options which have been produced by Lancaster City Council with an aspiration that guidance can be adopted across the region to provide a consistent approach to low emissions and air quality issues in development management.

RESOLVED: That the report be noted.

### **54. Date and venue of next meeting**

The next meeting of the Joint Advisory Committee will be held on Tuesday 1 November 2017 at South Ribble Borough Council.

# Appendix – BP7



Report of	Meeting	Date
Central Lancashire Planning Policy Officers	Central Lancashire Strategic Planning Joint Advisory Committee	29 <sup>th</sup> January 2019

## **CENTRAL LANCASHIRE LOCAL PLAN REVIEW UPDATE**

### **PURPOSE OF REPORT**

1. To provide members with an update on the progress of the review of the Central Lancashire Local Plan.

### **RECOMMENDATION(S)**

1. To note the contents of the report.

### **EXECUTIVE SUMMARY OF REPORT**

Periodic update on Central Lancashire Local Plan Review including:

- Programme
- Evidence Gathering
- Issues and Options

<b>Confidential report</b> Please bold as appropriate	Yes	No

### **REASONS FOR RECOMMENDATION(S)**

**(If the recommendations are accepted)**

2. To note the contents only

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

3. None.

### **STAFFING**

4. The post of Local Plan Coordinator has finally been filled and the new post holder will hopefully be joining the team in 2-3 months' time. This will give the team additional 'hand on' capacity in addition to providing day-day management and project management.

### **MEMORANDUM OF INTENT (PARTNERSHIP AGREEMENT)**

5. The draft Memorandum of Intent (which sets out arrangements for matters concerning finance, procurement and staffing) has been circulated to the three legal teams and will be followed up in order to arrange for signature by all 3 councils.

## **STATEMENT OF COMMON GROUND (SCOG) (STATUTORY FRAMEWORK AGREEMENT FOR PLAN-MAKING BETWEEN AUTHORITIES)**

6. This has been drafted and will be discussed at the next officer steering group meeting. 4<sup>th</sup> February 2019. It is required by NPPF and PPG and whilst these will evolve between duty to cooperate authorities and statutory consultees such as UU and EA however given the three councils are committed to producing a single local plan, this document is required and further iterations may be needed as we progress, as it needs to set out which strategic issues will be addressed through the plan and also any matters of either agreement or disagreement.
7. The draft includes details of the housing redistribution principle which has already been agreed and Preston have confirmed they are agreeable to the principle of redistribution of housing where an evidence base justifies this approach and we are awaiting confirmation from South Ribble Council.
8. The SCOG was presented to JAC in December 2018 and following confirmation of agreement in principle from the three councils, Counsel opinion will be sought on the robustness of the document (PAS have indicated they intend to release 'best practice' templates of SCOGs but there are no dates as yet) and will then to the three councils for formal approval and publication. This will provide a robust basis for the emerging plan as well as helping defend any planning appeals which come in during the period to adoption of a new plan.

### **PROGRAMME**

9. A detailed programme has been developed and headline dates were shared at the JAC (see LDS in papers for this timetable) and the team have been working to this and so are on track. Further consideration needs to be given to the timetable and resourcing of a CIL review and the new manager will be tasked with exploring this and bringing proposals to the JAC. These will need to tie in with the forthcoming changes to developer contributions proposed by government.

### **LOCAL DEVELOPMENT SCHEME**

10. This item is on the agenda.

### **CALL FOR SITES 2**

11. There is a second call for sites commencing in January (at time of writing expected to commence Monday 28<sup>th</sup> January 2019) and this will run for 10 weeks. The key message is that we would welcome smaller sites as well as larger ones (given the requirements of the new NPPF for 10% of the housing requirement to be allocated on sites no larger than one hectare). A further key message is that sites submitted as part of round 1; do not need to be resubmitted.

### **EVIDENCE**

#### **Gypsy & Traveller Accommodation Assessment**

12. This work has now commenced by the consultants ARC4 and a draft report is expected before the end of March.

#### **Strategic Flood Risk Assessment**

13. Two bids have been received and these have been evaluated, with a report going to the relevant portfolio holder at Chorley for approval to award the contract. This contract will be

awarded before the end of January 2019.

### **Retail & Leisure Study**

14. This item is on the agenda.

### **OSSRA**

15. This is an item on the agenda.

### **Housing Study**

16. A specification needs to be commissioned for a brief housing study update which will meet the requirements of the new NPPF and in particular, look at

- Specialist housing need (including numbers for new plan)
- More detailed work on the affordable need including specifying the type and tenure required in each area.
- Provide the evidence to support the redistribution of housing need across Central Lancashire.

17. G.L Hearn will be approached initially as the consultant who completed the 2017 Strategic Housing Market Assessment (SHMA) because of their prior knowledge of the central Lancashire area.

### **Transport**

18. This item is on the agenda. For members note, Chorley has tendered for a Chorley Highways and Transport Strategy. Three bids were received and it is expected the contract will be awarded before the end of January 2019.

### **Green belt Assessment**

19. Members are advised that there is no justification at this stage for the councils to commission a green belt assessment. Members will be advised as and when this is appropriate and it is envisaged that once the work has commenced on the SHELAA (see below), officers will be able to look at the potential future supply of land and take account of the need for specific uses including housing and employment. Members will be fully informed throughout this process.

20. For clarity, NPPF (paragraph 137) states:

21. *Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, the strategic policy-making authority should be able to demonstrate that it has examined fully all other reasonable options for meeting its identified need for development. This will be assessed through the examination of its strategic policies.*

These reasonable options must take into account whether the strategy:

- a) Makes as much use as possible of suitable brownfield sites and underutilised land;
- b) optimises the density of development in line with the policies in chapter 11 of the framework, including whether policies promote a significant uplift in minimum density standards in town and city centres and other locations well served by public transport; and
- c) Has been informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground.

## **RISK**

22. A comprehensive risk register is in place and currently there are no significant identified risks to the project. As the project progresses, any key risks will be reported.

## **ISSUES AND OPTIONS**

23. Work has commenced on the preparatory work required for the Issues and Options Consultation Stage and a series of workshops have taken place with the three Local Plan (member) Working Groups and a further one for the JAC following this meeting.
24. These workshops are important as they are the first stage in collecting members' views about what the new plan should aim to achieve, picking up the 'big ticket' issues and ensuring any omissions or areas to improve from the previous local plan are addressed.
25. There will be further workshops arranged with chief officers of the three councils (the format of which will be for discussion with the steering group) and workshops arranged for development management colleagues.
26. These sessions will feed into the consultation stage which is programmed to take place late summer 2019. The consultation will run for a minimum of 12 weeks (and possibly longer if commences during the summer break).
27. The information gathered from engagement will guide the development of an 'Issues and Options Consultation Paper' which will set the scene across Central Lancashire, looking at the delivery of the existing plan and then generate questions and issues for considerations for the new plan including objectives and policies. This paper will be accompanied by a survey (which will be a survey monkey online questionnaire although alternative formats will be available for those who require it). Respondents to the survey will be asked to provide their views as to the identified headline objectives and issues with the opportunity to provide their own too.
28. Accompanying the Issues and Options consultation paper, will be the first tranche of site suggestions.
29. Further details regarding Issues and Options will follow at a future JAC meeting and the consultation paper and site suggestions will be subject to endorsement by JAC and formal approval by all 3 councils.

## **THE STRATEGIC HOUSING ECONOMIC LAND AVAILABILITY ASSESSMENT (SHELAA)**

30. The call for sites is a first start in developing the assessment of land availability to meet the future needs as identified as part of the technical evidence gathered ahead of plan-making. It looks at land which is suitable, available, and achievable to meet housing and economic needs and is an important step in plan preparation.
31. PPG guides the methodology to be used when assessing land availability and the Central Lancs Team have prepared a database which will be populated with sites from across the Central Lancs footprint. Once this system has been endorsed by all three council officers, it will be populated with identified sites to be assessed and it will evolve and grow as the plan develops, with sites being assessed for certain uses. It is not the sites allocation policy; it's more a system to collect basic criteria about sites.
32. It is envisaged that the initial indications of sites with indicative use and level of supply for the new plan will be available in May 2019 and these will be made available to members at the earliest opportunity



<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Zoe Whiteside	01257 515771	21/1/2019	

# Appendix – BP8



Report of	Meeting	Date
Central Lancashire Planning Policy Officers	Central Lancashire Strategic Planning Joint Advisory Committee	4 June 2019

## **CENTRAL LANCASHIRE LOCAL PLAN REVIEW UPDATE**

### **PURPOSE OF REPORT**

1. To provide members with an update on the progress of the review of the Central Lancashire Local Plan.

### **RECOMMENDATION(S)**

1. To note the contents of the report.

### **EXECUTIVE SUMMARY OF REPORT**

This is a periodic update on Central Lancashire Local Plan Review including:

- Programme
- Evidence Gathering
- Issues and Options Consultation

<b>Confidential report</b> Please bold as appropriate	Yes	<b>No</b>
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### **REASONS FOR RECOMMENDATION(S)**

**(If the recommendations are accepted)**

2. To note the contents only

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

3. None.

### **STAFFING**

4. The post of Local Plan Coordinator has finally been filled and the new post holder is in place.

### **MEMORANDUM OF INTENT (PARTNERSHIP AGREEMENT)**

5. The draft Memorandum of Intent (which sets out arrangements for matters concerning finance, procurement and staffing) has been circulated to the three legal teams and will be followed up in order to arrange for signature by all 3 councils.

## **PROGRAMME**

6. The programme for the new Local Plan follows our published (statutory) Local Development Scheme (LDS) and the next key milestone in the programme will be the Issues and Options consultation planned for Autumn 2019 which will be followed by the assimilation of the representations made and preparation of the detailed policies and proposals maps.
7. The next consultation thereafter, 'Preferred Options' is planned to be undertaken in Spring 2020 although it is now envisaged this may be more likely to be later into 2020. Plan-making at this spacial scale is a significant project and so it is very common for timescales to be fluid in order to respond to emerging evidence and challenges with the sheer complexity and enormity of the task.
8. The key to a successful local plan being delivered is the effective use of resources and ensuring the programme is closely monitored and the LDS regularly updated, and JAC members will continue to receive regular updates as to the forecasted milestones for the new Local Plan.
9. The anticipated date for adoption of the new Central Lancs Local Plan is currently Summer 2022.

## **EVIDENCE: HOUSING**

10. Icen Projects Consultancy have been commissioned to undertake an additional housing study which will provide the necessary housing need analysis required by the new NPPF, which requires councils to be able to demonstrate taking account of the needs of groups with specific housing requirements are addressed.
11. This includes size, type and tenure of housing need for groups (including but not limited to), those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
12. This piece of work will also provide robust evidence for an appropriate distribution of housing across the three local authorities. A draft report is expected in the Summer and will be presented to JAC thereafter, informing the review of the existing Memorandum of Understanding (MOU) between the three councils and the future policy for housing distribution.

## **EVIDENCE: GYPSY AND TRAVELLER ACCOMODATION ASSESSMENT**

13. This is now complete with a presentation of findings to be presented to the JAC. Upon issue of the final assessment report, this will be uploaded to all three council websites and the Central Lancashire Local Plan Website.

## **EVIDENCE: STRATEGIC FLOOD RISK ASSESSMENT**

14. JBA Consulting are undertaking the update to the Level 1 Strategic Flood Risk Assessment (SFRA) for Central Lancashire. This is a crucial piece of evidence which is used to influence the spatial location of development in the new local plan. JBA are progressing with the work and have recently provided a draft version of the functional floodplain for comment, which is a crucial element of the SFRA. The Steering Group has met to discuss this and provide feedback which will be sent to JBA shortly, so that they can produce a final version.

15. There have been issues with communication from LCC as the Lead Local Flood Authority (LLFA), who are a key partner on the Steering Group. Unfortunately, since February, the Central Lancashire Local Plan Team have been seeking provision of data that the LLFA hold, and it is only recently that they have provided an indication of when this will be made available.
16. In addition, some data is not in a suitable format for sharing format so JBA are meeting with the LLFA to review this and ascertain what additional work will be involved to be able to use this data.
17. Given the issues faced by the Central Lancashire Team in managing this project, we have prioritised communication with JBA so that they are kept abreast of the situation, and they have dealt with these matters in a professional and flexible manner.

## **OPEN SPACE RECREATION SPORTS ASSESSMENT (OSSRA)**

18. The final separate evidence documents (play pitches standards, playing pitch assessment, open space assessment and strategy action plan) are now complete with a presentation of findings to be presented to the JAC by KKP the consultant. Following this, the documents will be uploaded to all three council websites and the Central Lancashire Local Plan Website.
19. As these are lengthy, technical documents, the three councils may wish to produce individual Open Space Recreation Strategy Summary documents with action plans included, detailing the investment and priority assigned to the suite of projects suggested in the evidence.
20. The schemes or projects included within this evidence will form part of the Infrastructure Delivery plan and or/Infrastructure Delivery scheme, which details all the required investment needed to support the delivery of the new plan.

## **TRANSPORT**

21. Chorley Council has commissioned WYG to produce a Highways and Transport Strategy which will supplement the refresh of a Central Lancashire Transport Masterplan which is being undertaken by LCC.
22. Again, the schemes or projects included within this evidence will form part of the Infrastructure Delivery plan and accompanying scheme, which details all the required investment needed to support the delivery of the new plan.

## **CALL FOR SITES**

23. The Call for Sites exercise as part of local plan-making is a public consultation to identify new land for development and the purpose is to identify potential sites that can be technically assessed for their suitability, availability and achievability (including viability) for housing and economic development to meet identified needs. Stakeholders (which can include landowners, agents, developers, members of the public and elected members) were able to submit sites for consideration and whilst intended to generate sites for future development, sites were submitted for protected uses.
24. The first Call for Sites 1 process was undertaken between 17/08/2018 and Call for Sites 2 was undertaken between 28/01/2019 and 08/04/2019. All sites submitted will be technically assessed as part of a process referred to as the 'Strategic Housing Land and Economic Land Assessment' (SHELAA) and are currently being processed the by thee respective 'home' policy teams of Chorley. Preston and South Ribble.

25. A combined total of 494 Call for Sites were submitted, of which, 194 are in Chorley, 137 are in Preston and 163 are in South Ribble. The tables below show **the indicative summary of housing and employment land proposals and developability based on raw submissions data\***

26. This analysis is provided only for indicative reasons and is very heavily caveated as these sites have not yet been assessed for suitability, availability and deliverability, nor have they been subject to any appraisal for site constraints or viability. Therefore, no assumptions or conclusions can be taken from this data at such an early stage.

27. This analysis is only provided to illustrate to JAC members the range of sites submitted and is NOT an indication of the location, volume or use for sites to be allocated.

#### Housing: Proposals and Potential

	<b>Gross Corrected Site Sizes (Hectares)*</b>	<b>GIS Sizes (Hectares)</b>	<b>Est Net Developable Area for Housing (hectares)</b>	<b>Gross Sum of Residential (No. Dwellings)</b>	<b>Net Est. Housing Development Potential (No. Dwellings)</b>
<b>CBC</b>	<b>1,046.03</b>		<b>530.47</b>	<b>21,818</b>	<b>18,567</b>
<b>PCC</b>	<b>1,065.16</b>		<b>531.28</b>	<b>19,679</b>	<b>18,595</b>
<b>SRBC</b>	<b>1,303.05</b>		<b>551.76</b>	<b>25,364</b>	<b>19,312</b>
<b>Grand Total</b>	<b>34,14.24</b>		<b>1,613.52</b>	<b>6,6861</b>	<b>56,473</b>

#### Constraint Applied: Within/on 'Safeguarded Land'

	<b>Gross Corrected Site Sizes (Hectares)*</b>	<b>GIS Sizes (Hectares)</b>	<b>Est Net Developable Area for Housing (hectares)</b>	<b>Gross Sum of Residential (No. Dwellings)</b>	<b>Net Est. Housing Development Potential (No. Dwellings)</b>
<b>CBC</b>	123.60		66.07	2,749	2,312
<b>PCC</b>	0.90				
<b>SRBC</b>	273.85		142.93	5,681	5,003
<b>Grand Total</b>	<b>398.35</b>		<b>209.00</b>	<b>8,430</b>	<b>7,315</b>

**Constraint Applied: 'Partially or Wholly on Greenbelt Land'**

	<b>Gross GIS Corrected Site Sizes (Hectares)*</b>	<b>Est Developable Area Housing (hectares)</b>	<b>Net for</b>	<b>Gross Sum of Residential (No. Dwellings)</b>	<b>Net Est. Housing Development Potential (No. Dwellings)</b>
<b>CBC</b>	755.37	384.67		16,642	13,463
<b>PCC</b>	180.32	89.13		4,076	3,120
<b>SRBC</b>	823.88	351.41		17,240	12,299
<b>Grand Total</b>	<b>1,759.56</b>	<b>825.21</b>		<b>37,958</b>	<b>28,882</b>

**Employment: Proposals and Floorspace**

	<b>Gross GIS Corrected Site Size (Hectares) *</b>	<b>Office R&amp;D/LI (B1) Floorspace (m2)</b>	<b>General Industrial (B2) Floorspace (m2)</b>	<b>Warehouse (B8) Floorspace (m2)</b>	<b>Retail Floorspace (m2)</b>
<b>CBC</b>	<b>1,046.03</b>	<b>180,600</b>	<b>194,000</b>	<b>162,500</b>	<b>86,600</b>
<b>Employment</b>	11.73			37000	
<b>Housing</b>	837.25				10,600
<b>Housing with retail</b>					
<b>Mixed Use: H&amp;E</b>	102.41	63,600	58,000	29,500	
<b>Mixed Use: O</b>	66.75	117,000	136,000	96,000	76,000
<b>PCC</b>	<b>1,065.16</b>	<b>10,075</b>	<b>70,000</b>	<b>281,000</b>	<b>2,000</b>
<b>Employment</b>	70.44		70000	275000	
<b>Housing</b>	754.43				
<b>Mixed Use: H&amp;E</b>	168.02	10,075		6,000	2,000
<b>Mixed Use: O</b>	52.60				
<b>SRBC</b>	<b>1,303.05</b>	<b>1,974,450</b>	<b>135,950</b>	<b>109,000</b>	<b>21,900</b>
<b>Employment</b>	26.56	3,500	35,000		
<b>Housing</b>	810.09				
<b>Mixed Use: H&amp;E</b>	422.61	1,950,950	85,950	89,000	21,900
<b>Mixed Use: O</b>	22.89	20,000	15,000	20,000	
<b>Grand Total</b>	<b>3,414.24</b>	<b>2,165,125</b>	<b>399,950</b>	<b>552,500</b>	<b>110,500</b>

**Constraint Applied: 'Safeguarded Land'**

Zero proposals were submitted plans for employment floorspace on Safeguarded Land.

**Constraint Applied: 'Partially or Wholly on Greenbelt Land'**

Row Labels	Gross Corrected Site Size (Hectares)*	GIS Size	Office R&D/LI (B1) Floorspace (m2)	General Industrial (B2) Floorspace (m2)	Warehouse (B8) Floorspace (m2)	Retail Floorspace (m2)
<b>CBC</b>	<b>737.90</b>		<b>86,600</b>	<b>89,000</b>	<b>67,500</b>	<b>1,600</b>
Employment	11.73				37,000	
Housing	600.87					600
Housing with retail						
<b>Mixed Use: H&amp;E</b>	67.49		44,600	48,000	29,500	
<b>Mixed Use: O</b>	49.04		42,000	41,000	1,000	1,000
<b>PCC</b>	<b>180.32</b>		<b>4,000</b>		<b>6,000</b>	<b>2,000</b>
Housing	26.63					
<b>Mixed Use: H&amp;E</b>	148.72		4,000		6,000	2,000
<b>Mixed Use: O</b>	4.97					
<b>SRBC</b>	<b>823.88</b>		<b>1,954,450</b>	<b>86,950</b>	<b>55,000</b>	<b>21,900</b>
Employment	26.56		3,500	35,000		
Housing	433.93					
<b>Mixed Use: H&amp;E</b>	346.98		1,950,950	51,950	55,000	21,900
<b>Mixed Use: O</b>	1.68					
<b>Grand Total</b>	<b>1,742.10</b>		<b>2,045,050</b>	<b>175,950</b>	<b>128,500</b>	<b>25,500</b>

\*Sites have not been screened for duplicate submissions presenting multiple options on a given site (whether for housing and/or mixed use, employment etc.), as such hectareage and dwelling numbers may be deflated when corrected following the completion of the SHELAA assessment.

\*Office floorspace square meterage does not account for multiple floors. As such only ground floor floorspace is assumed and used in these calculations. Later corrective clarifications are likely to have a significant inflationary effect on the housing figures for these sites, which will each be identified during the SHELAA.

**GREENBELT ASSESSMENT**

28. Members are advised that there is no justification at this stage for the councils to commission a green belt assessment. Members will be advised as and when this is appropriate and it is envisaged that once the work has commenced on the SHELAA (see below), officers will be able to look at the potential future supply of land and take account of the need for specific uses including housing and employment. Members will be fully informed throughout this process.

**RISK**

29. A comprehensive risk register is in place and currently there are no significant identified risks to the project. As the project progresses, any key risks will be reported.

**THE STRATEGIC HOUSING ECONOMIC LAND AVAILABILITY ASSESSMENT (SHELAA)**

30. The call for sites is a first start in developing the assessment of land availability to meet the future needs as identified as part of the technical evidence gathered ahead of plan-making. It looks at land which is suitable, available, and achievable to meet housing and economic needs and is an important step in plan preparation.



31. PPG guides the methodology to be used when assessing land availability and the Central Lancs Team have prepared a database which will be populated with sites from across the Central Lancs footprint. Once this system has been endorsed by all three council officers, it will be populated with identified sites to be assessed and it will evolve and grow as the plan develops, with sites being assessed for certain uses. It is not the sites allocation policy; it's more a system to collect basic criteria about sites.
32. It is envisaged that the initial indications of sites with indicative use and level of supply for the new plan will be available in June 2019 and these will be made available to members at the earliest opportunity for discussion and debate.
33. Working alongside this process, is the Integrated Sustainability Appraisal (SA) which is required by planning legislation as the methods to ensure the proposals within the local plan are sustainable, contributing to improvements in environmental, social and economic conditions as well as identifying and mitigating any potential adverse effects that the plan may have.
34. A Scoping report is being produced which sets out the methodology for the SA including the context, objectives and approach of the assessment.
35. The scoping stage is a requirement of the process, although a scoping paper is not necessarily required, it is considered best practice and is the mechanism for consulting with 'consultation bodies' to ensure the SA is proportionate and relevant to the local plan being assessed. The consultation with these bodies (who are defined by Regulation 4 of the Environmental Assessment of Plans and Programmes Regulations 2004 and include Historic England, Natural England and the Environment Agency) is expected to take place in June 2019.

## **ISSUES AND OPTIONS**

36. Work has commenced on the preparatory work required for the Issues and Options Consultation Stage and a series of workshops have taken place with the three Local Plan (member) Working Groups and the JAC following this meeting. These workshops were important as they are the first stage in collecting members' views about what the new plan should aim to achieve, picking up the 'big ticket' issues and ensuring any omissions or areas to improve from the previous local plan are addressed.
37. The information gathered from engagement will guide the development of an 'Issues and Options Consultation Paper' which will set the scene across Central Lancashire, looking at the delivery of the existing plan and then generate questions for our consultees and issues for considerations for the new plan including objectives and policies.
38. This paper will include 'site suggestions' from each of the three boroughs following the detailed assessment of sites by officers and subsequent internal considerations and approvals by each of the three respective executive cabinets.
39. The Issues and Options consultation will be via a digital platform, called 'Citizenspace'. This is the software used by GMCA recently and is proven to be user friendly, has great functionality to be attractive and more interesting than other more 'basic' methods like PDFs and will vastly reduce the volume of back-office processed in terms of assimilating and analysing representations. This will help with
40. The key message will be to encourage all those who wish to submit their views to the consultation via the website and help and advice will be available to assist customers, stakeholders etc to do this. Paper copies will be available for those unable to use the online portal however it is expected this will be in a minority of cases.

41. Accompanying the Issues and Options consultation paper will be the first tranche of site suggestions.
42. Full details regarding the Issues and Options Consultation will follow at a future JAC meeting and the consultation materials and site suggestions will be subject to endorsement by JAC and formal approval by all 3 councils.

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Zoe Whiteside	01257 515771	24/05/2019	

# Appendix – BP9



Report of	Meeting	Date
Central Lancashire Planning Policy Officers	Central Lancashire Strategic Planning Joint Advisory Committee	3 <sup>rd</sup> September 2019

## **CENTRAL LANCASHIRE LOCAL PLAN REVIEW UPDATE**

### **PURPOSE OF REPORT**

1. To provide members with an update on the progress of the review of the Central Lancashire Local Plan.

### **RECOMMENDATION(S)**

2. To note the contents of the report.

### **EXECUTIVE SUMMARY OF REPORT**

3. This is a periodic update on Central Lancashire Local Plan Review including:
  - Programme
  - Evidence Gathering
  - Consultation

<b>Confidential report</b> Please bold as appropriate	Yes	No
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### **REASONS FOR RECOMMENDATION(S)** **(If the recommendations are accepted)**

4. To note the contents only

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5. None.

### **MEMORANDUM OF INTENT (PARTNERSHIP AGREEMENT)**

6. The draft Memorandum of Intent (which sets out arrangements for matters concerning finance, procurement and staffing) requires signature by all 3 councils.

### **PROGRAMME**

7. The programme for the new Local Plan follows our published (statutory) Local Development Scheme (LDS) and the next key milestone in the programme will be the Issues and Options consultation planned for Autumn 2019. The programme has slipped as a result of the length of time taken to undertake the first iteration of the SHELAA.

Therefore, it is proposed that a revised Local Development Scheme is prepared and will be brought to the next JAC meeting in October 2019 for endorsement prior to formal approval and publication thereafter by the three councils.

8. The current forecasted date for adoption of the new Central Lancashire Local Plan is currently Summer 2022 however its vis likely this will now slip back and so this will be reviewed, and a new programme will be presented to JAC in October.

#### **EVIDENCE: HOUSING**

9. Icen Projects Consultancy have been commissioned to undertake an additional housing study which will provide the necessary housing need analysis required by the new NPPF and will also provide robust evidence for an appropriate distribution of housing across the three local authorities.
10. Icen have produced an interim paper for internal use only which will form the basis of a workshop meeting with the consultants plus the relevant directors and Planning Policy Managers from the three councils.
11. Members are engaged in discussions regarding housing distribution and this work therefore is evolving.

#### **EVIDENCE: GYPSY AND TRAVELLER ACCOMODATION ASSESSMENT**

12. This is now complete, and the final report has been uploaded to all three council websites and the Central Lancashire Local Plan Website.

#### **EVIDENCE: STRATEGIC FLOOD RISK ASSESSMENT**

13. JBA Consulting are undertaking the update to the Level 1 Strategic Flood Risk Assessment (SFRA) for Central Lancashire. This is a crucial piece of evidence which is used to influence the spatial location of development in the new local plan. JBA are progressing with the work and following comments from the Steering Group they have provided a final draft version of the functional floodplain, which is a crucial element of the SFRA. With this in place they will be able to move forward to assess sites received through the Call for Sites exercises.
14. There have been issues with communication from Lancashire County Council (LCC) as the Lead Local Flood Authority (LLFA), who are a key partner on the Steering Group. We have received some information from them but have reached a point where we need to progress the SFRA, so the consultants are checking whether outstanding information from LCC is absolutely essential or whether they can progress without this. In addition, some of the information provided by LCC is not in an easily useable format and the consultants will be assessing what further work is required to be able to use it. This is outside the scope of their contract so details of any additional costs will need to be agreed between the 3 authorities, and a variation of the contract is likely to be required. Ultimately additional costs will need to be met by LCC and they have accepted this.

#### **INTEGRATED ASSESSMENT SCOPING REPORT**

15. The Integrated Assessment (IA) is an iterative process undertaken throughout the local plan process which brings together into a single framework a number of assessments of the social, environmental and economic impact of planning policies, incorporating the

statutory requirements of Sustainability Appraisal (SA) and Strategic Environmental Assessments (SEA), Health Impact Assessment (HIA) and Equalities Impact Assessment to present a common and fully integrated assessment of the Local Plan policies.

16. The Scoping Report as prepared represents the first stage of the Integrated Assessment and is currently with the three statutory consultees of The Environment Agency, Historic England and Natural England.
17. This first scoping stage identifies the relevant plans, policies, programmes and objectives that will inform the Integrated Appraisal and the Local Plan and identifies baseline information; identifies key sustainability issues and problems; and proposes an IA framework consisting of objectives, against which the Local Plan can be assessed as it evolves.
18. It is important to note that IA is an iterative and on-going process, and therefore stages and tasks may be revisited and updated or revised as the plan develops, to take account of updated or new evidence as well as consultation responses. The consultation is predominantly by email and the consultation runs for eight weeks from Monday 12<sup>th</sup> August until midnight on Monday 7<sup>th</sup> October.

#### **OPEN SPACE RECREATION SPORTS ASSESSMENT (OSSRA)**

19. The final separate evidence documents (play pitches standards, playing pitch assessment, open space assessment and strategy action plan) are now complete and have been published on the council's websites.
20. As the Central Lancashire Open Space Strategy Action Plan includes such a long list of schemes, many of which aren't capital schemes, there will be a need for each council to undertake an exercise to distil the action plan into an Infrastructure Delivery Scheme.
21. The Infrastructure Delivery Scheme will need to set out what the scheme is and a more accurate estimate of costs, as this will feed into the Local Plan in a number of ways, including the plan viability. For example, officers at Chorley have produced a 'Chorley Open Space Sports Recreation Action Plan' which will go to Executive Cabinet in October for approval to consult.

#### **TRANSPORT**

22. Chorley Council has commissioned WYG to produce a Highways and Transport Strategy which will supplement the refresh of a Central Lancashire Transport and Highways Masterplan being undertaken by LCC and a draft part one report has been provided which will be updated as the new Central Lancashire Local Plan progresses and as the site allocations and proposal maps are finalised.
23. LCC have confirmed that the Central Lancashire Transport and Highways Masterplan will be updated, and they have commissioned Jacobs Consultants to assist.
24. This is great timing for the new Local Plan as it will ensure that transport and spatial planning are fully aligned and that the transport impacts of new development over the plan period are fully considered.
25. This initial work involves Jacobs undertaking a detailed baseline evidence review to understand the current state of play in relation to issues/opportunities/constraints impacting on transport in Central Lancashire, including consideration of wider datasets that may influence transport and connectivity, such as relevant spatial, population, economic, social data.

26. Jacobs on behalf of LCC, are keen to understand some of the spatial / land use themes emerging from the Local Plan to inform the review and enable LCC to feed into the emerging Local Plan policies should some key issues or constraints be drawn out of our analysis.
27. Therefore, officers from the Central Lancs Local Plan team along with the three policy home teams and representatives from Jacobs, will be meeting in early September to start this engagement and regular updates on this work will be provided to JAC.

### **CALL FOR SITES**

28. The Call for Sites exercise as part of local plan-making is a public consultation to identify new land for development and the purpose is to identify potential sites that can be technically assessed for their suitability, availability and achievability (including viability) for housing and economic development to meet identified needs. Stakeholders (which can include landowners, agents, developers, members of the public and elected members) were able to submit sites for consideration and whilst intended to generate sites for future development, sites were also submitted for protected uses.
29. A third Call for Sites will be opened as part of the Issues and Options consultation.

### **GREENBELT ASSESSMENT**

30. Members are advised that there is no justification at this stage for the councils to commission a Green Belt assessment. As part of the site assessment work (SHELAA), officers will consider the potential future supply of land and take account of the need for specific uses including housing and employment. It is only when it becomes apparent there is an inadequate supply of land to meet identified need, will a Green Belt assessment need to be considered. Members will be fully informed throughout this process.

### **RISK**

31. A comprehensive risk register is in place and currently there are no significant identified risks to the project. As the project progresses, any key risks will be reported.

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Zoe Whiteside	01257 515771	21/08/2019	

# Appendix – BP10



REPORT TO	ON
CABINET	13 November 2019



TITLE	PORTFOLIO	REPORT OF
Central Lancashire Memorandum of Understanding on Housing Provision and Distribution	Cabinet Member (Planning, Regeneration and City Deal)	Director of Planning and Property

Is this report a <b>KEY DECISION</b> (i.e. more than £100,000 or impacting on more than 2 Borough wards?)	Yes
Is this report on the <b>Statutory Cabinet Forward Plan</b> ?	Yes
Is the request outside the policy and budgetary framework and therefore subject to confirmation at full Council? This should only be in exceptional circumstances.	Yes
Is this report confidential?	No

## PURPOSE OF THE REPORT

1. The purpose of the report is to provide Cabinet with an update on housing numbers in relation to the Central Lancashire Local Plan and to seek Cabinet approval to agree a Memorandum of Understanding on the approach across Central Lancashire.

## PORTFOLIO RECOMMENDATIONS

2. That Cabinet agree to forward to Full Council the Memorandum of Understanding on Housing Provision and Distribution attached at Appendix A for approval.

## REASONS FOR THE DECISION

3. It is important that a revised and up to date position on housing requirements for the Central Lancashire area is established. Government challenges authorities to ensure a 5 years supply of deliverable homes and also ensure delivery matches the need. It is felt that the current provision and distribution in the Central Lancashire Core Strategy needs updating to reflect the most up to date circumstances prior to the adoption of a new Local Plan in 2022.

## EXECUTIVE SUMMARY

- Housing numbers are a keystone of the Planning system and will be one of the key issues for the new Central Lancashire Local Plan. The current housing requirement for Central Lancashire dates back to Regional Spatial Strategy of 2008 with evidence for that dating back to 2003. The recent Government Standard Method has provided a new approach and this has been developed further by new evidence. Given that the new Local Plan will not be adopted for at least 2 years it is imperative that a Memorandum of Understanding between the 3 Central Lancashire authorities is agreed to cover the interim period.

## CORPORATE OUTCOMES

- The report relates to the following corporate priorities: (tick all those applicable):

Excellence, Investment and Financial Sustainability	
Health, Wellbeing and Safety	
Place, Homes and Environment	✓

Projects relating to People in the Corporate Plan:

Our People and Communities	
----------------------------	--

## BACKGROUND TO THE REPORT

- Housing numbers are a keystone of the Local Plan process. The current housing number for South Ribble was established in the Central Lancashire Core Strategy which was adopted in 2012 and confirmed in a Memorandum of Understanding from September 2017. Since then there have been significant changes in national government policy through changes to the National Planning Policy Framework (NPPF) and Guidance (NPPG). There has also been the introduction of a Government standard method of calculation of housing need. The new Local Plan for Central Lancashire is, however, only at an early stage with Issues and Options being consulted upon from November 2019. The new Local Plan will take at least another 2 years to be adopted therefore it is imperative to establish an interim position on housing numbers across the Central Lancashire area. A short period of consultation with interested parties such as house builders, developers and planning agents was commenced on Friday 1<sup>st</sup> November 2019. The responses to this will be reported to Full Council on 27<sup>th</sup> November 2019.

## PROPOSALS (e.g. RATIONALE, DETAIL, FINANCIAL, PROCUREMENT)

- The current Central Lancashire Core Strategy adopted in 2012 provides for the following distribution of housing across the three partner authorities:

### Core Strategy 2012 Housing Requirement

Preston: 507 dwellings pa

South Ribble:	417 dwellings pa
Chorley:	417 dwellings pa
<b>Total:</b>	<b>1,341 dwellings pa</b>

8. It is worth highlighting that the above numbers are based on evidence which underpinned Policy L4 of the former North West Regional Spatial Strategy (RSS) to 2021, adopted in 2008. The plan period commencement for the RSS was 2003, and therefore the housing requirements set out in Policy 4 of the Central Lancashire Core Strategy are applicable from 2003 onwards. Given this it is clear that the housing figures in the current Core Strategy are dated and are now superseded by more recent more policy approaches.
9. The Central Lancashire Strategic Housing Market Assessment (SHMA) was published in August 2017 and identified that the Objectively Assessed Need (OAN) for new homes in Central Lancashire was 1,184 dwellings per annum, from a base date of April 2014, with a distribution as follows:

**Central Lancashire SHMA 2017 Housing Requirement**

Preston:	225 dwellings pa
South Ribble:	440 dwellings pa
Chorley:	519 dwellings pa
<b>Total:</b>	<b>1,184 dwellings pa</b>

10. Given that the above figures were not radically different to the adopted Core Strategy it was felt that continuing with the Core Strategy figures was the most appropriate way forward. On that basis a Memorandum of Understanding (MoU) was adopted by the 3 Councils in September 2017.
11. Subsequently there have been changes regarding identifying housing need which stem from a revised NPPF issued in February 2019. The basis of this is that the Government introduced a standard method of calculating housing need which would set the "minimum" requirement for new homes.
12. The standard formula uses the latest Office for National Statistics (ONS) household growth projections from 2014, and, applies an affordability adjustment, based on an authority's median workplace-based affordability ratio. Using the standard method would provide for the following:

**NPPF Standard Method of Housing Need 2019**

Preston:	241 dwellings pa
South Ribble:	206 dwellings pa
Chorley:	579 dwellings pa
<b>Total:</b>	<b>1,026 dwellings pa</b>

13. All three authorities have considered the above standard method approach through the Central Lancashire Joint Advisory Committee. All three authorities are concerned that the standard method does not truly reflect their needs moving forward. For example, in South Ribble's case the long term housing delivery trend is around 347 units per annum

since 2003 therefore the standard method is around 140 units short and is largely influenced by under delivery in recent years.

14. Given the concern over the standard method the Central Lancashire authorities commissioned a study on housing requirements from the consultancy IcenI. A draft study has now been issued and this looks at the overall Central Lancashire picture and a more rational distribution of housing within it. IcenI's starting point is the 1,026 Central Lancashire need and then they look to distribute that figure between the authorities on a more evidential basis. The method of distribution looks at the following factors:

- *Population Distribution:* With Preston accounting for 38% of the Central Lancashire population.
- *Workforce Distribution:* Proportionally, the distribution of workforce replicates that of the population.
- *Jobs Distribution:* Almost half (48%) of jobs are located in Preston, less than a quarter (22%) are located in Chorley.
- *Affordability:* Preston is the most affordable place to live of the three authorities.
- *Constraints:* Chorley has the highest proportion of land covered by significant constraints, such as Green Belt.
- *Urban Capacity:* Taking account of land and site availability across Central Lancashire, there is potentially capacity for over 77,000 homes, with the highest proportions being in Preston and South Ribble.

15. Using the methodology outlined above provides the following distribution.

#### **IcenI Proposed Distribution of Housing Across the Central Lancashire Area**

	<b>CBC</b>	<b>PCC</b>	<b>SRBC</b>	<b>Total</b>
Local Housing Need (Standard Method)	579	241	206	1,026
% of Local Housing Need (Standard Method)	57%	23%	20%	100%
<b>Recommended Distribution (%)</b>	<b>27.5%</b>	<b>40%</b>	<b>32.5%</b>	<b>100%</b>
<b>Local Housing Need (IcenI Analysis)</b>	<b>282</b>	<b>410</b>	<b>334</b>	<b>1,026</b>

16. Officers consider that the IcenI approach to redistribution provides for a more refined and realistic approach to identifying housing requirements in each of the three authorities whilst also ensuring the total provision across the Central Lancashire area is aligned to the standard method.

17. It is also worth highlighting that the adoption of the above approach would wipe out any under-delivery of housing from previous years as this has already been taken account of in the calculation. For South Ribble the under-delivery from 2003 using the current Local Plan figure would equate to 1,110 homes.

18. It is therefore proposed to adopt a Memorandum of Understanding between the three authorities (Appendix A) with a new housing need figure for each authority using the IcenI approach. This would therefore provide a new minimum housing need figure for South Ribble of 334 homes per annum as opposed to the current 417 homes per annum.

## **CONSULTATION CARRIED OUT AND OUTCOME OF CONSULTATION**

19. The issue has been considered by the Central Lancashire Joint Advisory Committee which met on 28<sup>th</sup> October 2019.

20. A short period of consultation with interested parties such as house builders, developers and planning agents was commenced on Friday 1<sup>st</sup> November 2019. The responses to this will be reported to Full Council on 27<sup>th</sup> November 2019.

#### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

21. The only other alternative option considered was to continue with the current Local Plan figure of 417 homes per annum. This would however put South Ribble at risk against measures on supply and delivery and it is felt does not reflect the housing needs arising in the Borough.

#### **FINANCIAL IMPLICATIONS**

22. Work on the Central Lancashire Local Plan is catered for within existing budgets.

#### **LEGAL IMPLICATIONS**

23. Arguments over housing requirement and housing supply can be quite common in planning appeals. By adopting this Memorandum of Understanding that will help to bring some clarity and certitude to these issues. That hopefully should strengthen our hand when it comes to contesting planning appeals. Ultimately it will be for full Council to approve this document.

#### **AIR QUALITY IMPLICATIONS**

24. There are no air quality implications to this report.

#### **HUMAN RESOURCES AND ORGANISATIONAL DEVELOPMENT IMPLICATIONS**

25. None.

#### **ICT/TECHNOLOGY IMPLICATIONS**

26. None.

#### **PROPERTY AND ASSET MANAGEMENT IMPLICATIONS**

27. None.

#### **RISK MANAGEMENT**

28. The key risks to the authority are continuing without establishing an up to date position on housing numbers. The supply and delivery of new homes is a key government measure and if South Ribble is not meeting those targets then Government policy is in favour of developers in planning appeal situations. This could lead to developments happening in locations where South Ribble does not want housing.

#### **EQUALITY AND DIVERSITY IMPACT**

29. The provision of housing is a key requirement of the Local Plan process. Housing provision is aimed at all in society. The Local Plan itself will go through a full detailed combined impact assessment which will assess equality and diversity in more detail.

#### **RELEVANT DIRECTORS RECOMMENDATIONS**

30. Housing requirements are a keystone to the Local Plan process and an important measure for both supply and delivery. It is critical that the housing requirement used is the right figure for South Ribble and that we meet that figure. Failure to meet the figures adopted can lead to sanctions from Central Government. The proposed approach in the Memorandum of Understanding provides for a fairer and evidence based approach between the three authorities. For South Ribble the proposed figure of 334 reflects the long term housing delivery trends for the Borough. Given that the adoption of a new Local Plan will be around 2 years away it is important that we establish a revised figure for the interim period.

#### **COMMENTS OF THE STATUTORY FINANCE OFFICER**

31. There are no direct budgetary implications of this proposal, however establishing a more realistic and deliverable target will provide a basis for forecasting future income streams which derive from housing growth in the borough.

#### **COMMENTS OF THE MONITORING OFFICER**

32. There are a number of very good reasons why we should adopt this Memorandum of Understanding – please see the Legal Implications above.

#### **BACKGROUND DOCUMENTS**

None.

#### **APPENDICES**

Appendix A – Draft Central Lancashire Memorandum of Understanding on Housing Provision

Jonathan Noad  
Director of Planning and Property

Report Author:	Telephone:	Date:
Jonathan Noad Director of Planning and Property	01772 625206	22 <sup>nd</sup> October 2019

# Appendix – BP11

Site Ref	Site address	Dwellings Permissioned/ Estimated Capacity	Units to be delivered in the five year period	No. of on-site affordable units to be provided	Percentage of affordable housing to be delivered	No. of affordable units to deliver in the five year period
BBE02c	Coupe Green & Gregson Ln Brindle Rd (Bellway) - Phase 2	193	170	43	22.3%	38
LOW01a	Seven Stars Land between Altcar Ln and Shaw Brook Rd aka Shawbrook Manor	200	159	40	20%	32
FW02a(i)	Farington West Land between Moss Ln and rear of 392 Croston Rd, Farington Moss	399	168	96 (of 520 total)	18.5%	31
LOW01b(i)	Seven Stars Land between Altcar Ln and Shaw Brook Rd aka Worden Gardens	246	151	49	20%	30
2079	Coupe Green & Gregson Ln Land At Olive Fm and Land Nth Of Methuen Dr	70	70	30	43%	30
FW02g(i) and (ii)	Farington West Land between Heatherleigh	174	157	27	15.5%	24
TG03	Walton-le-Dale West Lostock Hall Gas Works, Leyland Road / The Cawsey	281	175	28	10%	18
FW07	Farington East West of Grasmere Ave (McDermott Homes)	160	83	32	20%	17
BBE02b	Coupe Green & Gregson Ln Brindle Rd (Persimmon) - Phase 1	261	40	78	30%	12
MS02	Moss Side Moss Side Test Track, Aston Way/Titan Way (Phase 2) (Centurion Village)	197	105	20	10%	11
BBE01	Bamber Bridge East New Mill, Wesley St (Phases 1 & 2)	196	93	19	10%	9
2057	Bamber Bridge West Pearson House, Station Rd	9	9	9	100%	9
FW02h(i)	Farington West & Earnshaw Bridge - Land between Heatherleigh and Moss Lane	175	22	26	15%	3
FW09b	Farington East Farington Business Park, east of Wheelton Ln (nithern section) - Phase 2 aka Meadowgate)	199	145	0	0	0
FW03a	Charnock/ Farington West Pickering's Fm (nith of farm track running east west) - Homes England & Taylor Wimpey	1100	0	Undetermined - planning app pending. Approx 20% proposed	20%	0
2029	Leyland Central Wellington Pk, Church Rd., (Balshaw Crt)	62	62	0	0	0

**TOTAL**

**264**