

**MATTER 2: MAJOR SITES ALLOCATIONS – WEDNESDAY 13 MARCH 2013**  
**REPRESENTATION NO. 111**  
**PERSONAL ID NO. 203 (PICKERINGS FARM, PENWORTHAM)**

**SOUTH RIBBLE SITE ALLOCATIONS DPD**  
**STATEMENT ON BEHALF OF TAYLOR WIMPEY UK LTD**  
**FOR THE EXAMINATION HEARING SCHEDULED FOR**  
**WEDNESDAY 13 MARCH 2013**  
**STATEMENT PREPARED BY GARY HALMAN BSc FRICS MRTPI**  
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## **APPENDICES**

Appendix 1: Pickerings Farm Development Statement

## 1. INTRODUCTION

- 1.1 HOW Planning (HOW) has been instructed by Taylor Wimpey UK Limited (TWUK) to prepare and submit representations on the South Ribble Site Allocations and Development Management Policies DPD (Publication Version). The representations are made in relation to the Pickering's Farm site on Bee Lane in Penwortham.
- 1.2 This Statement addresses some of the questions raised by the Inspector under Matter 2: Chapter C – Major Sites Allocations. It sets out a summary of the main points to be put forward and discussed at the Examination hearing which will take place on Wednesday 13 March 2013.
- 1.3 A separate statement has been submitted on behalf of TWUK by HOW to address Matter 3. The Inspector is invited to read these associated representations in conjunction with each other.
- 1.4 Matter 2 states:

***Are the major sites justified by the available evidence with due regard to the reasonable alternatives and are they capable of effective and timely implementation?***

- 1.5 The Inspector raises eight questions (1-8) under Matter 2 relating to draft Policy C1 – Pickering's Farm. Where relevant, this Statement addresses the questions raised by the Inspector and also assesses the Pickering's Farm draft allocation against the tests of soundness set out in the National Planning Policy Framework (NPPF).

## 2. RELEVANT PLANNING POLICY

2.1 This Statement has regard to relevant planning policy and the key points are summarised below.

### **NPPF**

2.2 At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. Paragraph 14 of the NPPF states:

*"For plan making this means that:*

- *Local Planning Authorities should positively seek opportunities to meet the development needs of their area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
  - *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or*
  - *Specific policies in this framework indicate development should be restricted<sup>1</sup>.*

2.3 The NPPF at paragraph 47 relates to delivering a wide choice of high quality homes and states:

*"To boost significantly the supply of housing, Local Planning Authorities should:*

- *Use their evidence to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in housing market area, as far is consistent with the policies set out in this framework, including*

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<sup>1</sup> NPPF, March 2012, Page 4, Paragraph 14

*identifying key sites which are critical to the delivery of the housing strategy over the plan period;*

- *Identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of housing against the housing requirements with and additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, Local Planning Authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the plan supply and to ensure choice and competition in the market for land."<sup>2</sup>*

2.4 The NPPF at footnote 11 defines deliverability and states:

*"To be considered deliverable, sites should be available now, offer a suitable location for the development now, and be achievable with a realistic prospect that housing will be delivered on a site within 5 years and in particular that development on the site is viable ..."<sup>3</sup>*

2.5 Paragraph 154 of the NPPF relates to Local Plan Making and states:

*"Local Plans should be aspirational but realistic. They should address the spatial implications of economic, social and environmental change. Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where. Only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in the plan."<sup>4</sup>*

2.6 The NPPF at paragraph 173 relates to ensuring viability and deliverability and states:

*"Pursuing sustainable development requires careful attention to viability and costs in plan making and decision taking. Plans should be deliverable.*

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<sup>2</sup> Et seq page 45, paragraph 47

<sup>3</sup> Et seq page 12, footnote 11

<sup>4</sup> Et seq page 37 paragraph 154

*Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable.”<sup>5</sup>*

2.7 Paragraph 182 of the NPPF relates to examining Local Plans. It states:

*“The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with a duty to cooperate, legal and procedural requirements, and whether it is sound. A Local Planning Authority should submit a plan for examination which is considered is “sound”.*

### **Central Lancashire Core Strategy**

2.8 Policy 1: Locating Growth of the adopted Central Lancashire Core Strategy identifies where growth and investment will be concentrated within the Central Lancashire area. With reference to the South of Penwortham and North of Farington Strategic Location within which Pickering's Farm is situated, the policy states:

“Growth and investment will be concentrated in:

*(a) The Preston/South Ribble urban area comprising:*

*iii. The settlement south of the River Ribble comprising:*

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<sup>5</sup> Et seq page 41, paragraph 173

- *Penwortham, focusing on the regeneration of the district centre, but with some Greenfield development at the South of Penwortham and North of Farington Strategic Location.*<sup>6</sup>

2.9 Paragraphs 5.49 and 5.50 of the Core Strategy relate to the South of Penwortham and North of Farington Strategic Location. Of relevance, the paragraphs state:

Paragraph 5.49

*"...The location is of strategic significance by virtue of its ability to significantly contribute to South Ribble infrastructure and housing requirements. This Strategic Location would result in the rounding of the Preston and South Ribble urban area as defined in Policy 1 of the Core Strategy ..."*<sup>7</sup>

Paragraph 5.50

*"The area could contribute between 1,200 and 2,000 dwellings...Overall, the inclusion of this area as a Strategic Location provides clarity about the future development of the area, protecting those areas that might be needed in later plan periods through the plan, monitor and manage principles of implementation...The South Ribble Site Allocations DPD will identify the extent of land to be brought forward within the Strategic Location and would also indicate land that may be required beyond the plan period. It will set out appropriate phasing for the release of land."*<sup>8</sup>

2.10 Policy 4: Housing Delivery sets the housing target for the plan period for the Central Lancashire area. The policy states:

*"Provide for and manage the delivery of new housing by:*

*a) Setting and applying minimum requirements as follows:*

- *Preston – 507 dwellings pa*
- *South Ribble – 417 dwellings pa*

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<sup>6</sup> Central Lancashire Core Strategy, Page 50, Policy 1

<sup>7</sup> Et seq page 48, paragraph 5.49

<sup>8</sup> Et seq, page 48, paragraph 5.50

- *Chorley – 417 dwellings pa*

*With prior under provision of 702 dwellings also being made up over the remainder of the plan period equating to a total of 22,158 dwellings over the 2010-2026 period ...<sup>9</sup>*

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<sup>9</sup> Et seq page 71, Policy 4

### 3. RESPONSE TO INSPECTORS QUESTIONS

3.1 This section provides a response to questions 1-5, 7 and 8 raised by the Inspector under Matter 2.

***1. What is the likelihood that this site will achieve the contribution to the Borough's housing land supply (set out in D1) in the short, medium and long terms, given the infrastructure requirements set out in the justification to Policy C1?***

3.2 A Development Statement has been prepared by TWUK and the Homes and Communities Agency (HCA). The Development Statement assesses the suitability and deliverability of the Pickering's Farm site for large scale residential led development. The Development Statement is attached at Appendix 1 and the Inspector is invited to read the document in conjunction with HOW's Statements.

3.3 At Section 9, the Development Statement describes the infrastructure which could be delivered at the site. It also contains an Indicative Phasing Plan and a Phasing Strategy which outlines how the housing development will be delivered over the plan period.

3.4 The Development Statement promotes a housing led development comprising 2,000 houses on a 90 hectare site which includes land proposed for allocation under Policy C1 (79 hectares) and land to the south proposed as Safeguarded Land under Policy G3. The overall site is sub-divided into 7 Indicative Phases of which Phases 1-5 correlate to the land proposed for allocation under Policy C1 of the Site Allocations DPD.

3.5 The Indicative Phasing Strategy outlines the level of housing which can be delivered within Phases 1-5 during the plan period (2011 – 2026) as well as the indicative timing of the proposed infrastructure delivery.

3.6 The infrastructure required in the justification to Policy C1 correlates to the infrastructure planned in the Indicative Phasing Strategy. Based on viability work, the timing of the infrastructure delivery is phased to enable housing development

to fund its implementation. The level of housing delivery proposed in the Development Statement is discussed further under Question 3.

- 3.7 The Development Statement demonstrates that there is a very strong likelihood that Pickering's Farm will achieve the important contribution to the Borough's housing land supply (as set out in Policy D1) in the short, medium and long terms, taking into account the infrastructure requirements set out in the justification to Policy C1.

**2. Are the infrastructure requirements sufficiently clear and is it clear how they will be met, when and by whom?**

- 3.8 The justification to Policy C1 is sufficiently clear in setting out the infrastructure requirements. It identifies:
- A road linking the Penwortham Way with Leyland Road;
  - Traffic management measures on Leyland Road and within Tardy Gate District Centre;
  - Public realm improvements to Tardy Gate;
  - The delivery of community facilities (including a nursery and primary education provision), a small local centre and health care provision to be provided as well as green infrastructure such as a village green approach with linked corridors providing cycle ways, bridleways and footpath connections within the site and the wider urban area.
- 3.9 TWUK's Indicative Phasing Strategy outlines the likely delivery timescales of the infrastructure described above. Policy C1 makes it clear that the contributions the developer makes to deliver this infrastructure should be offset from any CIL monies required.
- 3.10 Policy C1 refers to further transport infrastructure improvements to help increase capacity and reduce congestion levels on the local roads. Policy C1 is sufficiently clear that these improvements will be funded through wider CIL contributions.

**3. How does the information set out in Policy D1 relating to the number of dwellings to be provided within the 5, 10 and 15 year periods, correlate to the information in the Housing Land Position Statement and the Council's letter dated 14.12.12?**

3.11 The Housing Land Position Statement examines 3 key areas:

1. Housing completions in South Ribble in relation to strategic requirement.
2. Future supply of housing from outstanding permissions and allocations.
3. Monitoring of the impact of planning policies on density, brownfield site and affordable housing.<sup>10</sup>

3.12 The land supply allocations are set out in Table 4.1 of the Position Statement and includes sites allocated for housing and mixed use under Adopted South Ribble Local Plan Policies HP1 and EMP6. Pickering's Farm is not listed within Table 4.1 as it is not allocated for housing or mixed used within the Adopted Local Plan.

3.13 The Council's 14.12.12 letter sets out the likely delivery and phasing for Pickering's Farm which correlates with Policy D1 Table 2 of the Site Allocations DPD.

3.14 TWUK's Indicative Phasing Strategy differs from the Council's assessment of housing delivery at the site across the plan period. The Indicative Phasing Strategy correlates with Policy D1 in that a total of 1,350 units will be delivered at the site during the whole plan period. It does however set out different projected yields for the three phases within the plan period. The Indicative Phasing Strategy is summarised below.

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<sup>10</sup> Housing Land Position Statement, 30 September 2012, page 1

Phase	Timeframe	Projected Yield	Delivery
1	2011-2016	150 houses	2015 – 50 houses 2016 – 100 houses
2	2017-2021	600 houses	120 houses per annum
3	2022-2026	600 houses	120 houses per annum
<b>Plan Period</b>	<b>2011-2026</b>	<b>1,350 houses</b>	<b>N/A</b>

3.15 The Councils assessment that 300 houses would be delivered between 2011-2016 aligns with the Development Statement prepared by TWUK and the HCA in March 2011 to support representations to the Central Lancashire Core Strategy (Publication Version). In early 2011, it was entirely possible that 300 houses could have been delivered within this timeframe. However, given the delays to the preparation of the Core Strategy and the Site Allocations DPD, and the requirements for a masterplan to be prepared and planning permission to be achieved, the projected housing delivery has been revised down to 150 houses which is achievable by 2016.

3.16 Due to the size and nature of the Pickering Farm site, it is entirely appropriate that multiple developers will be developing on the site from 2016 onwards. As such a delivery rate of 600 units (i.e. average of 120 per annum) will be delivered between 2017-2026.

**4. Where is the evidence that the HCA and the developer have produced a Development Statement and Indicative Phasing Strategy and initial assessment of viability (as set out in the Council's letter dated 14.12.12)? Is there evidence of viability?**

3.17 TWUK and the HCA fully support the Councils text relating to the initial assessment of viability as set out in the 14.12.12 letter. The Development Statement at Section 6 assesses the deliverability of the proposals against the requirements of the NPPF.

3.18 TWUK have reviewed the economic viability of the development in terms of land value, attractiveness of the locality, level of potential market demand and projected rate of sales. In addition cost factors associated with the development including site preparation costs, site constraints, possible s106 contributions,

phased delivery of required infrastructure and land ownership negotiations have been considered.

- 3.19 TWUK are highly experienced national house builders and would not have invested the significant cost and time to promote the site for residential led development if they were not confident of its viability. Where constraints have been identified, TWUK and the HCA have considered the necessary mitigation measures and required investment in order to overcome potential issues. Furthermore, the Site Allocations DPD confirms that funding for the Link Road could be available from the Local Transport Plan 3<sup>11</sup>. The Development Statement demonstrates that the proposed development is economically viable.

**5. Is the range of uses within the Policy appropriate?**

- 3.20 The range of uses proposed in Policy C1 is appropriate. The Core Strategy identifies the importance of allocating residential land within the South of Penwortham and North of Farington Strategic Location. The Core Strategy at paragraphs 5.26 and 5.27 confirm that the Strategic Locations are central to the achievement of the Core Strategy and that the development of the Strategic Locations will help ensure that the overall strategy and vision are achieved.
- 3.21 The remaining uses including employment and commercial uses, green infrastructure and community facilities are also appropriate. The Core Strategy states at paragraph 5.28 that on Strategic Sites and Locations with a high proportion of residential development, local services such as small shops, community centre and on site open / play space will be expected to be provided by developers.
- 3.22 The range of uses proposed within Policy C1 corresponds with the range of uses described within the Development Statement.

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<sup>11</sup> Site Allocation and Development Management Policies DPD Publication, July 2012, page 13, paragraph 4.19

**7. How will regard be had to biodiversity in the sites development?**

3.23 The Development Statement at Section 5 assesses the suitability of the site for development and includes an analysis of all technical areas, including an ecology appraisal, which confirms:

- The site is not covered by, or immediately adjacent to, any statutory or non-statutory designated nature conservation sites.
- No water voles or great crested newts are present on the site.
- The site has the potential to support breeding birds and roosting bats.

3.24 The Development Statement demonstrates that there are no known ecological constraints preventing this site coming forward for development. Furthermore, TWUK and the HCA will at the appropriate time undertake detailed ecological surveys. The results of these surveys will inform the site masterplan and any planning application submitted will address Core Strategy Policies 18 and 22 and Site Allocation DPD Policies G7 and G8.

**8. Are the requirements for a Masterplan clearly set out; is it apparent who is to develop the Masterplan and what process this should follow?**

3.25 Through discussions with the Council, it has been agreed that TWUK and the HCA will prepare a Masterplan for the site. This Masterplan will relate to the overall site extending to 90 hectares.

3.26 A scope for the Masterplan will be prior agreed with the Council and the Masterplan will be prepared, submitted and approved ahead of any planning application submission. The Masterplan will be submitted to the Council who will undertake a consultation exercise following which the Masterplan will be presented to Planning Committee Members for consideration. Once approved, a planning application for the site will be worked up in compliance with the Masterplan and submitted to the Council.

#### 4. A SOUND PLAN

4.1 This Statement has demonstrated that Pickering's Farm is capable of effective and timely implementation. The Council in its own Examination evidence has demonstrated that Pickering's Farm is also justified with due regard to reasonable alternatives.

4.2 In accordance with the NPPF Paragraph 182, Policy C1 is sound because the DPD is:

- **Positively prepared** – the plan has been positively prepared by allocating Pickering's Farm for large scale residential led development which will deliver the Central Lancashire Core Strategy's housing targets for the South of Penwortham and North of Farington Strategic Location. Pickering's Farm would demonstrably help to meet objectively assessed development and infrastructure requirements of the Core Strategy;
- **Justified** – the allocation of Pickering's Farm within the South of Penwortham and North of Farington Strategic Location is the most appropriate strategy, when considered against the reasonable alternatives, and based on proportionate evidence;
- **Effective** – in conjunction with the Development Statement for the site, it has been demonstrated that the residential led allocation at Pickering's Farm is deliverable over the plan period; and
- **Consistent with National Policy** – the Development Statement demonstrates that sustainable development will be achieved at Pickering's Farm in accordance with the policies of the NPPF.

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