



Appendices to Planning Proof of Evidence of Stephen Harris BSc Hons MRTPI

Appeal for up to 100 dwellings – Chain House Lane,
Whitestake, South Ribble

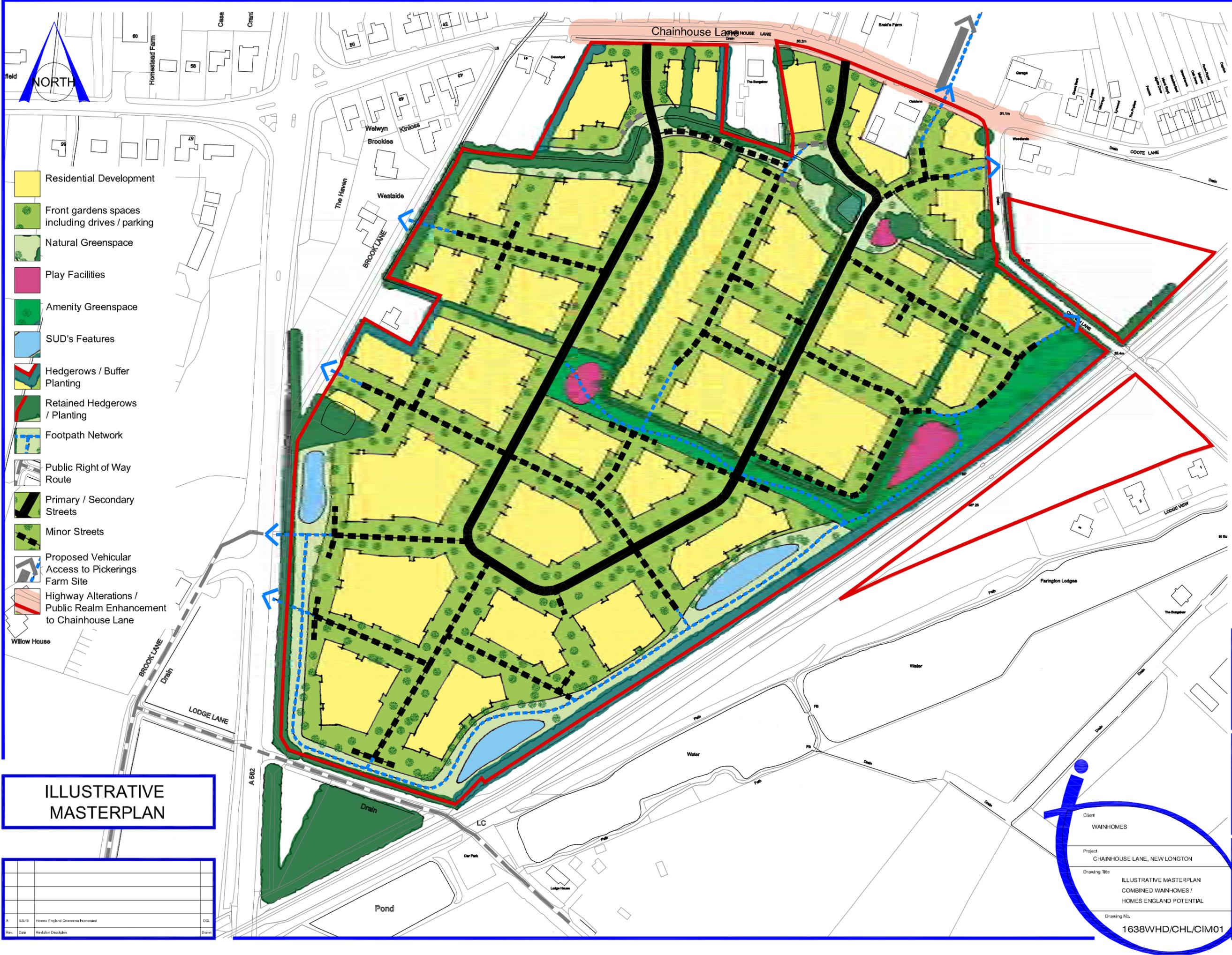
for Wainhomes (North West) Ltd

PI Ref: APP/F2360/W/19/3234070

LPA ref: 07/2018/9316/OUT

SH1

Chainhouse Lane, New Longton



- Residential Development
- Front gardens spaces including drives / parking
- Natural Greenspace
- Play Facilities
- Amenity Greenspace
- SUD's Features
- Hedgerows / Buffer Planting
- Retained Hedgerows / Planting
- Footpath Network
- Public Right of Way Route
- Primary / Secondary Streets
- Minor Streets
- Proposed Vehicular Access to Pickerings Farm Site
- Highway Alterations / Public Realm Enhancement to Chainhouse Lane

ILLUSTRATIVE MASTERPLAN

Rev.	Date	Revision Description	Drawn
A	5-8-19	Homes England Comments Incorporated	DGL

Client
WAIN-HOMES

Project
CHAINHOUSE LANE, NEW LONGTON

Drawing Title
ILLUSTRATIVE MASTERPLAN
COMBINED WAIN-HOMES /
HOMES ENGLAND POTENTIAL

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Revision	Drawn	Checked
A	D.G.Lever	Approved
Scale 1:2000 @ A3		
Drawn 16th Aug 2019		
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SH2



Homes
England

Making homes happen

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7th January 2021

Dear Mr Salter,

HOMES ENGLAND RESPONSE - APPEAL REFERENCE APP/F2360/W/19/3234070 – LAND REAR OF OAKDENE, CHAIN HOUSE LANE, WHITESTAKE, LANCASHIRE.

Following the recent High Court decision ordering the above appeal to be re-determined at Inquiry (scheduled March 16th, 2021), I am writing to reaffirm Homes England's position in response to outline planning application ref. 07/2018/9316/OUT made by Wainhomes (NW) Ltd.

As set out within our original consultation responses to the outline planning application (dated 31st January and 7th June 2019) and subsequent written representation to the first Inquiry (dated 12th September 2019); in principle, Homes England is supportive of the development proposed at the site. The proposals including the access arrangements and masterplanning principles submitted during the planning application process, are consistent with the allocation and our intention to deliver the wider site.

Homes England has prepared a joint masterplan with Wainhomes for the wider site and, subject to a condition ensuring unfettered access to the site, we continue to work with Wainhomes to formulate a legal agreement relating to access, utilities / services and surface water. Solicitors have now been appointed to agree these matters and other non-ransom issues between both parties. Our position therefore remains unchanged.

Should you require any further information or clarification from Homes England on the above, please contact either Laura Tilson (Laura.Tilston@homesengland.gov.uk) or Jonathon Behan (Jonathon.Behan@homesengland.gov.uk).

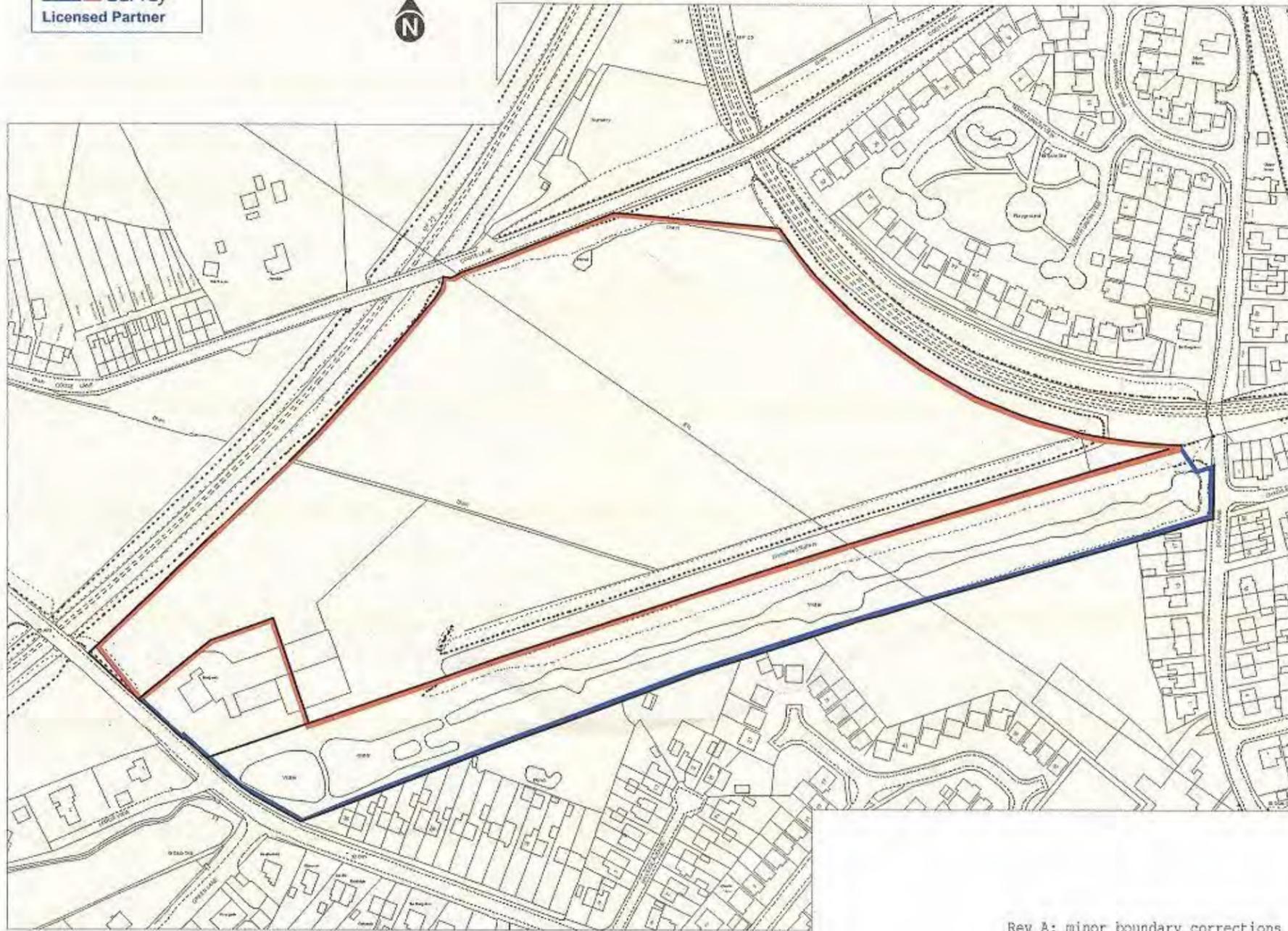
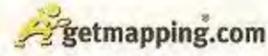
Yours sincerely,

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SH3

07/2012/0692/ORM

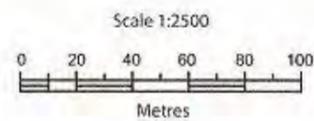


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The representation of features as lines is no evidence of a property boundary.



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Rev A: minor boundary corrections against Network Rail property 08/01/13

BE Group

land at Coote Lane
Whitestake

description
location plan

scale
1 : 2500

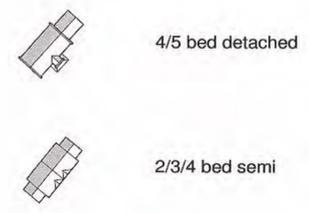
date 19/11/12 ref 12-09
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overall site area: 8.52 Ha (21 Ac)
retained by Bridgend: 0.34 Ha (0.84 Ac)
released to The Lodges: 2.02 Ha (4.99 Ac)
development site: 6.16 Ha (15.22 Ac)

Rev D: Minor boundary corrections against Network Rail property 08/01/13
Rev C: site section refs added, and north-east water resource modified 18/10/12
Rev B: swales, footpaths and tree groupings adjusted 14/10/12
Rev A: swales and ponds added, access footpath re-directed 10/10/12

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scale
1 : 1000 @ A1

land at Coote Lane
Whitestake
description date ref. dwg no.
illustrative layout 25/09/12 12-09 04 D

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SH4

Central Lancashire Employment Land Study

Chorley, Preston and South Ribble Councils



Key Issues Report - Final Report

November 2017

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1.0 INTRODUCTION

Introduction

- 1.1 This Key Issues Report provides a synopsis of the key findings of the Employment Land Study for the Central Lancashire sub-region of Chorley, Preston and South Ribble (see Figure 1). It was carried out by BE Group on behalf of Chorley and South Ribble Borough Councils, as well as Preston City Council.

Figure 1 – Central Lancashire



- 1.2 This Employment Land Study has been carried out to provide a common evidence base for all three local authorities on employment matters, to compliment the Central Lancashire Strategic Housing Market Area Assessment and meet the requirements of the National Planning Policy Framework and Planning Practice Guidance. The evidence will be used to support the development of Local Plan documents for Central Lancashire.
- 1.3 The Key Issues Report summarises and brings together the main findings of the Employment Land Study Technical Report. As findings have been condensed it does not follow an identical format to the Technical Report but does include references to where more detail can be found regarding key findings in the Technical Report.

Methodology

- 1.4 Several research methods have been used, including site visits and interviews with stakeholders such as developers, investors and their agents. Major employers in Central Lancashire have been individually consulted, as have key public-sector agencies and Parish/Town Councils. A telephone survey of 850 local businesses was completed. The property market in the neighbouring local authority areas of Central Lancashire's Functional Economic Market Area (FEMA) has been reviewed. Finally, the land supply has been assessed against forecast data to understand future land need. This comprises both 'Policy Off' and 'Policy On' forecasts, the latter accounting for the impacts of City Deal and the Central Lancashire's two strategic sites – The Cuerden Strategic Site and the Samlesbury Enterprise Zone (part of the Lancashire Enterprise Zone).

2.0 CENTRAL LANCASHIRE IN CONTEXT

Technical Report Reference – More detail on the findings summarised below can be found in Section 3.0: Economic Context Assessment of the Technical Report.

The Central Lancashire Economy

Findings

- 2.1 Central Lancashire, and particularly Chorley, has a growing population both through natural factors but also through its ability to attract residents from other UK Local Authorities, along with some international migration.
- 2.2 Preston has higher proportion of people aged 15-24 and a lower proportion of people over 65, than wider averages, reflecting, at least in part, the local student population associated with the University of Central Lancashire.
- 2.3 Central Lancashire is economically active, with activity rates ranging from 83.4 percent in South Ribble to 68.5 percent in Preston, against a national average of 74.2 percent. Self-Employment and Homeworking rates are average overall but strongest in Chorley.
- 2.4 The average Central Lancashire resident earns more than the average Central Lancashire worker in South Ribble and Chorley. In Preston, the opposite is true which reflects the in-commuting of highly paid service sector workers to the City.
- 2.5 The public sector is strong in Central Lancashire, but not excessively so for the county or region. Public employment is focused in the health sectors of Chorley and Preston and in administration in Preston. The Central Lancashire health sector has lost 2,300 jobs since 2009 while administration gained 1,187.

Key Figures – Population/Workforce

2016 Population: 366,300, increased by 5.2 percent since 2006

75.6 percent of working age people in employment

4.9 percent unemployed

8.2 percent of workers self-employed

2.8 percent work from home

37.9 percent qualified to NVQ Level 4, rising to 50 percent in Chorley

Chorley a focus for staff in professional occupations, Preston/South Ribble focus for skilled trades and caring/service employment

Key Figures – Economy

12,995 businesses trading in 2016, increased by 2013 percent since 2010

On average, there are 58 businesses per 1,000 working age residents

Growth sectors include Construction, ICT, business administration, retail/wholesale and public admin.

97.7 percent of businesses are Micro/Small, employing less than 50

- 2.6 In the private sector, Construction is a major strength accounting for 9.6 percent of employment. South Ribble saw a gain of 2,000 jobs in this sector over 2009-2015.
- 2.7 Service sector strengths are in business administration and support services and information and communication, which accounted for 12.5 percent of employment in 2016. Preston saw its best growth in business administration, gaining some 2,300 jobs over 2009-2015. However, Chorley recorded a decrease of 2,800 jobs in this sector, over the same period, a surprising level of reduction which, which is difficult to attribute to any specific cause. Good growth was also observed in information and communication. This sector grew by some 1,300 jobs in South Ribble, but saw a 1,000-job reduction in Preston.
- 2.8 Manufacturing and logistics are strengths of South Ribble, accounting for 15.7 percent of employment in the Borough, against 11.0 percent across Central Lancashire, 14.4 percent regionally and 12.8 percent nationally. This is despite an employment reduction in manufacturing employment of some 10 percent, or around 1,400 jobs, across Central Lancashire, over 2009-2015. That reduction was spread relatively evenly through the three local authorities, each seeing 400-600 jobs reduced.

The Functional Economic Market Area

Technical Report Reference – More detail on the Functional Economic Market Area (FEMA) of Central Lancashire can be found in Section 7.0: Functional Economic Market Area of the Technical Report.

- 2.9 The FEMA for Central Lancashire includes the Fylde Coast local authority areas of Blackpool, Fylde and Wyre which have strong links to Preston via the M55/A583. In Pennine Lancashire, Blackburn with Darwen and Ribble Valley also fall within the economic catchment area of Preston. West Lancashire has strong connections to South Ribble via the M6/M58, A59 and comparable routes. Finally, Chorley has a pronounced relationship with its Greater Manchester neighbours of Bolton and Wigan as a net exporter of labour. Some overlapping market issues are described in Table 1.

Table 1 – FEMA Issues (areas listed in alphabetical order)

<p>Blackburn with Darwen – The Whitebirk Site, at Junction 6, M65 is the closest competing strategic location to the Cuerden Strategic Site, it is expected to deliver larger B2/B8 uses over the next few years, but has yet to do so.</p>
<p>Blackpool – There will be a likely overlap in the aviation sector between Blackpool Airport and the Lancashire (Samlesbury-Warton) Enterprise Zones. However, there are also clear differences with the Lancashire Enterprise Zone focused on aviation manufacture and the BAE supply chain. Blackpool Airport by comparison is a civilian and commercial facility, with a focus on the operational aspects of the aviation sector.</p>
<p>Bolton – The 80 ha Cutacre development off Junction 4, M61 is a major logistics scheme, with considerable spare capacity, which will compete with the Cuerden Strategic Site/Junction 31(a), Preston for requirements.</p>
<p>Fylde – There are clear service sector linkages along the M55 Corridor, between Whitehills and Preston. However, Whitehills has seen little recent growth and is not attracting larger inward investment opportunities that might otherwise have gone to Central Lancashire.</p>
<p>Ribble Valley – There is a cross boundary labour flow, particularly along the A59 and to the shared BAE Samlesbury site.</p>
<p>West Lancashire – Strategic scale will be focused around Skelmersdale. Skelmersdale is an established and growing logistics location which will compete with Central Lancashire for logistics and industrial requirements emerging from the growing Liverpool Superport.</p>
<p>Wigan – Local planning has allowed for several strategic sites here, which may compete with Central Lancashire. However, these are expected to deliver mostly housing options in the short-medium term.</p>
<p>Wyre – Hillhouse Business Park in Thornton-Cleveleys is expected to meet large-scale chemicals sector requirements in the region, especially when combined with a growing chemicals sector offer in West Runcorn.</p>

Source: BE Group, 2017

3.0 STAKEHOLDER ENGAGEMENT

Engagement Completed with:

850 Local Businesses	26 Larger Employers	12 Developers/Investors	10 Property Agents	Parish/ Town Councils	NHS/ Colleges/ UCLan
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Local Businesses

Technical Report Reference – More detail on local business views can be found in Section 6.0: Demand Assessment – Company Survey of the Technical Report.

- 3.1 The local business survey results reflect the sub region’s local economy structure, with responses from industrial companies dominating in South Ribble and office businesses in Chorley and particularly Preston. Most respondents were micro businesses, employing less than ten staff.
- 3.2 Business confidence is moderately strong, with most companies forecasting slight growth or a static position, but few indicating profitability, staff retention, trade and other factors will decline in the next few years.
- 3.3 Of the 850 businesses contacted, around 10 percent or 86 businesses are considering moving premises within the next three years. Demand is for unserviced offices, required by 37 respondents and industrial/warehouse space, required by 39. Demand for serviced offices and land was modest.
- 3.4 Most businesses want units of up to 2,000 sqft/200 sqm, with Chorley and South Ribble companies favouring 1,000 sqft/100 sqm options and Preston ones seeking 1,000-2,000 sqft/100-200 sqm units. Individual industrial and warehouse requirements extend up to 20,000-50,000 sqft/2,000-5,000 sqm however. The preference is for freehold rather than leasehold premises. While Central Lancashire has enough marketed premises to meet these requirements overall, there is a strong shortage of freehold options in all three local authority areas and for all

Respondents in all three local authority areas are highly satisfied with facilities and services in Central Lancashire.

The main stated reasons for trading in Central Lancashire were its accessibility to customers, affordability and availability of premises, as well as being the home of the business owners.

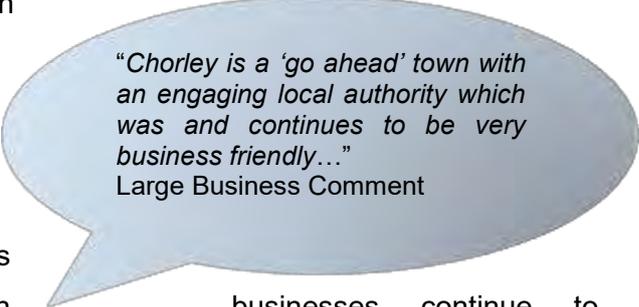
types and sizes of premises.

Larger Employers

Technical Report Reference – More detail on larger business views can be found in Section 5.0: Demand Assessment – Stakeholder Consultations (paragraphs 5.4-5.14) of the Technical Report

3.5 Larger businesses are also seeking growth although prospects are somewhat subdued on research carried out in 2015, for South Ribble, and there is a degree of concern about long term economic conditions in the face of Brexit.

3.6 Despite these concerns, only two businesses have actively reduced staffing levels and/or property holdings over the last few years while ten



“Chorley is a ‘go ahead’ town with an engaging local authority which was and continues to be very business friendly...”
Large Business Comment

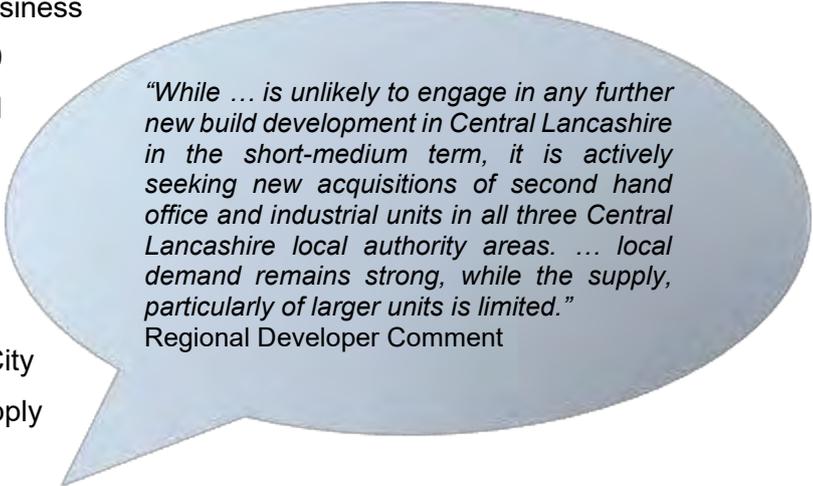
businesses continue to aspire for growth. Demand is for industrial, warehouse premises of up to 10,000 sqft/1,000 sqm, offices of 5,000-7,000 sqft/500-700 sqm and open storage/operational sites of up to 16 ha. These are requirements which are difficult to meet locally.

Developers/Investors

Technical Report Reference – More detail on local business views can be found in Section 5.0: Demand Assessment – Stakeholder Consultations (paragraphs 5.15-5.21) of the Technical Report

3.7 Developers and landowners/investors recognise that demand for industrial space is strong in all three Boroughs and are actively seeking to acquire and refurbish second-hand schemes in Central Lancashire to meet those needs. Viability and rental levels are still a barrier to new speculative development though, except for light industrial units of sub 1,000 sqft/100 sqm which have been successfully and viably delivered in several locations in South Ribble. More developments of this type are likely.

- 3.8 In terms of offices, micro business suites of no more than 700 sqft/70 sqm are desirable and schemes offering such space have been a success in all three local authority areas. Demand for larger space is more variable and Preston City Centre retains a sizable oversupply of stock.



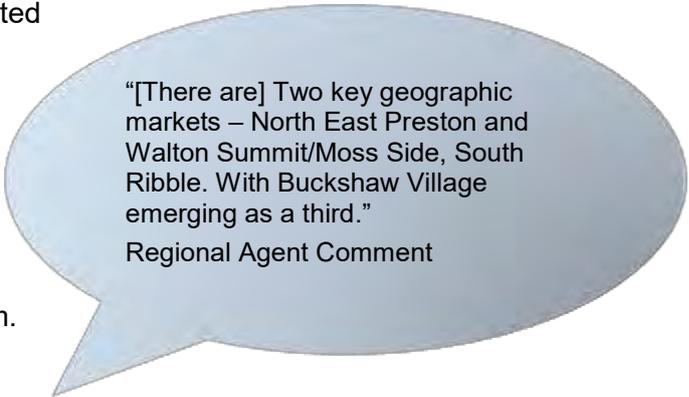
“While ... is unlikely to engage in any further new build development in Central Lancashire in the short-medium term, it is actively seeking new acquisitions of second hand office and industrial units in all three Central Lancashire local authority areas. ... local demand remains strong, while the supply, particularly of larger units is limited.”
Regional Developer Comment

- 3.9 Viability issues make speculative development of offices unlikely except for specialist schemes such as the Chorley Digital Health Park.

Property Agents

Technical Report Reference – More detail on local business views can be found in Section 4.0: Demand Assessment – Property Market Assessment (paragraphs 4.27-4.33) of the Technical Report

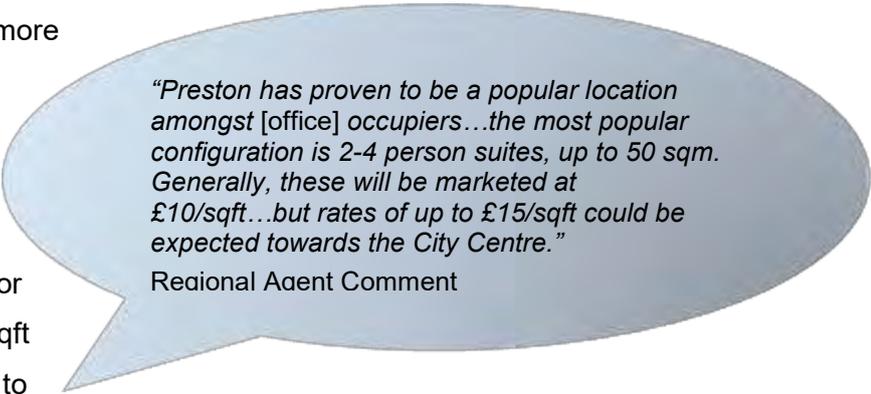
- 3.10 Property market stakeholders highlighted the need for further employment land options, although rents and prices are, with some exceptions, still below the levels needed to support speculative schemes. Local industrial demand is for premises up to 1,500 sqm.



“[There are] Two key geographic markets – North East Preston and Walton Summit/Moss Side, South Ribble. With Buckshaw Village emerging as a third.”
Regional Agent Comment

- 3.11 Larger businesses are looking for industrial and warehouse units of up to 50,000 sqft/5,000 sqm and there is an undersupply of premises in all three areas, and for all types and tenures within this size range. Rents for reasonable quality space are at £6.50/sqft although the best light industrial schemes can attract rents of up to £10/sqft.

- 3.12 Local office market demand is more varied, but Preston, and to a lesser degree Chorley, are viewed as having reasonable local markets, mostly for small suites of 500 sqft/50 sqm or less. Rents of around £10-12/sqft are achievable generally, rising to £14.50/sqft in Ackhurst Park, Chorley and £15/sqft in Preston City Centre. While some City Centre schemes are doing well, the overall picture is of an oversupply of secondary options and a lack of Grade A space which would allow Preston to compete for key regional requirements.



“Preston has proven to be a popular location amongst [office] occupiers...the most popular configuration is 2-4 person suites, up to 50 sqm. Generally, these will be marketed at £10/sqft...but rates of up to £15/sqft could be expected towards the City Centre.”

Regional Agent Comment

Parish/Town Councils

Technical Report Reference – More detail on Town, Parish, Neighbourhood views can be found in Section 5.0: Demand Assessment – Stakeholder Consultations (paragraph 5.25 and Table 28) of the Technical Report

- 3.13 Central Lancashire’s Town, Parish and Neighbourhood Councils were consulted by letter, and eight responses secured. Generally, these supported the use and protection of existing employment sites and employment areas for B-Class use, along with several proposed retail/leisure facilities such as the Cottam Hall Brickworks Scheme, Ingol, Preston. No completely new sites were put forward for B1/B2/B8 uses, however.

Other Stakeholders

Technical Report Reference – More detail on the views of these other, primarily educational stakeholders, can be found in Section 9.0: Demand Assessment – Needs of Non B-Class (paragraphs 9.25-9.55) of the Technical Report

- 3.14 UCLan has a Masterplan Framework for the delivery of a further £200 million in investment, in Preston, to 2025. The Masterplan, if delivered in full would provide 36,462 sqm (gross) of additional floorspace comprising infill development and Campus extensions



Preston College has invested some £25 million in new facilities over the last 5 years. Runshaw College recently invested £6.2 million in a new, 2,056 sqm Science and Engineering Innovation Centre.

south, towards the City Centre. Relevant projects include the 8,390 sqm Engineering Innovation Centre and a Construction Skills Hub for construction sector skills and training.

- 3.15 The two further education colleges have invested extensively in their property holdings over the last 20 years and have no further requirements. Runshaw College is, for financial reasons, scaling down its adult education facilities in Chorley, freeing up space for other uses in Chorley Town Centre. A growing population in Central Lancashire will generate further needs for health and school facilities, which are being planned for. No current plans encroach on local B-Class employment uses or land.

4.0 THE MARKET CONTEXT

- 4.1 From research completed for this study, including consultations with businesses, developers/investors and their agents (as summarised above), review of past property transactions, business enquiry data and the regional/national market picture, the premises needs of Central Lancashire have been identified. These needs are summarised in Tables 2 and 3 (overleaf)

Technical Report Reference – Tables 2-3 relate to Tables 67-68, pages 214-218, of Section 11.0: Conclusions of the Technical Report. The full Market Assessment which informed these tables can be found in Section 4.0 of the Technical Report.

Table 2 – Premises Need by Type – Local Needs

Type of Need	Size Range	Evidence of Demand	Preferred Locations
Light Industrial Units, Including Freehold Options	Mostly 0-1,000 sqft/0-100 sqm, not exceeding 3,000 sqft/300 sqm	<ul style="list-style-type: none"> Main product delivered speculatively since 2015, at Buckshaw Village and South Rings, Cuerden. All units sold or let off plan before completion Around 40% of public enquiries in South Ribble were for units of 0-100 sqm, comparable amounts in the other Boroughs for sub-300 sqm units Business Survey identified good demand for 100-200 sqm units Jobs growth of 4,158 is forecast in the construction sector to 2034 (5,729 for Policy-On scenarios for Preston/South Ribble), generating needs for 13,000-17,000 sqm of additional floorspace which is likely to primarily comprise smaller industrial and storage requirements Gains in manufacturing jobs are more uncertain, but likely under Policy-On allowances for Preston/South Ribble 0-300 sqm units most commonly transacted previously, particularly in Chorley and Preston Stakeholders report significant unmet in all areas and a growing desire amongst micro business owners to invest in freehold property. This trend is enhanced by the increasing availability of commercial mortgages There is a shortage of freehold options 	<p>Preferred are smaller infill sites in modern industrial estates, accessible to the strategic road network and in proximity to services. In addition to South Rings, Cuerden and Matrix Point, Buckshaw, where premises have been delivered, some other viable locations could include:</p> <p><i>Chorley</i></p> <ul style="list-style-type: none"> EP1.8: Lyons Lane Mill, Townley Street Chorley – centrally located site with a compatible consent EP1.11: The Revolution, Buckshaw Avenue, Buckshaw Village/ EP1.12: Group 1, Buckshaw Village/ EP1.13: Southern Commercial, Buckshaw Village/ – High grade expansion sites in a key market area of Chorley <p><i>Preston</i></p> <ul style="list-style-type: none"> EP1.1: Whittingham Hospital – A viable/deliverable use option for the B-Class element here EP1.3: Preston East Employment Area – Open land, accessible to M6 EP1.7: Land North of Eastway – A viable/deliverable use option for the B-Class element here <p><i>South Ribble</i></p> <ul style="list-style-type: none"> E1(e): West Paddock, Leyland – A likely use here although distance from strategic road network and adjacent housing would be issues
Mid-Range Industrial Options Including Freehold Options	3,000-9,000 sqft/300-900 sqm, with options up to 10,000 sqft/1,000 sqm	<ul style="list-style-type: none"> Two thirds of industrial enquiries were for units of up to 900 sqm in Preston Agents report steady demand up to 1,500 sqm from local businesses looking to grow across all three Boroughs, including freehold options Larger businesses in Central Lancashire commonly have property requirements up to 1,000 sqm Policy-On jobs forecasts, allowing for Strategic Sites, suggest good construction industry jobs growth and reasonable manufacturing sector growth 	<p>Requirements for premises of this kind seen in all three Boroughs, and the location requirements are similar to the above. Could be accommodated on most of the sites mentioned above, with allowance made for greater space needs and increased HGV traffic potential.</p>
Larger industrial/warehouse units	Up to 50,000 sqft/5,000	<ul style="list-style-type: none"> Enquiries data shows market interest for units in all size brackets up to 2,300 sqm in South Ribble Past transaction evidence, suggests that mid-sized units of 1,001-5,000 	<p>The largest 'local' scale requirements which may come from within Central Lancashire. Requirements of this size may only come infrequently, but when they do, Central Lancashire needs to have the</p>

Type of Need	Size Range	Evidence of Demand	Preferred Locations
Including Freehold Options	sqm	<p>are the most common sizes transacted, in South Ribble. 78 Deals at this scale were recorded over the last decade</p> <ul style="list-style-type: none"> Agents report regular enquiries in the 4,000-5,000 sqm range for industrial and warehouse options, covering the whole of Central Lancashire Individual industrial and warehouse requirements, identified thin the Business Survey, extend up to 2,001-5,000 sqm, with 20 larger companies, seeking such growth in Central Lancashire over the next three years South Ribble is forecast to gain some 1,174 storage and distribution jobs, or 39,000 sqm of floorspace to 2034 under Policy-On scenarios 	<p>space available to accommodate them if it is to be competitive. Many requirements will be for a mix of B2 and B8 space and so sites must be able to accommodate both, including the HGV journey levels and strategic road access requirements of logistics operations. The historic market focus for such larger industrial/warehouse premises has been South Ribble, but needs extend across Central Lancashire. Some viable locations could include:</p> <p><i>Chorley</i></p> <ul style="list-style-type: none"> EP1.3: Land to the North East of M61 junction (Gale Moss) Chorley – The current Outline planning application seeks units of this size range on a motorway accessible site EP1.15: Land east of Wigan Lane, Clayton-Le-Woods – Scale of site would support larger units although access and proximity to housing may be barriers <p><i>Preston</i></p> <ul style="list-style-type: none"> EP1.2: Red Scar Site H/ EP1.4: Red Scar Industrial Estate – Accessible sites marketed for design and build options in this size range (but could also suit smaller properties, as described above) The largest expansion sites of North East Preston – EP1.10: Preston East Junction 31A M6 and EP1.11: Roman Road Farm – are of a scale which supports such uses. Limitations of Motorway access at Junction 31s (no northbound slip roads) would be barriers though <p><i>South Ribble</i></p> <p>The Cuerden Strategic Site will be the prime site for meeting such larger requirements, with the Samlesbury Enterprise Zone meeting specialist needs in advanced manufacturing sectors. C2: Moss Side Test Track, Leyland (Doll Lane) would be a strong secondary location in terms of the scale and quality of premises which could be offered and the critical mass of larger employers nearby</p> <p>Land at Lancashire/Leyland Business Parks, Farington is also of a scale to meet needs although would be less desirable to companies which require immediate motorway/major road access.</p> <p>Walton Summit is also identified as a desirable location for larger industrial operators although there is little land to meet needs at</p>

Type of Need	Size Range	Evidence of Demand	Preferred Locations
			present.
Micro Business/Start-Up Offices Managed but not necessarily serviced/business centres	Suites of up to 500 sqft/ 50 sqm	<ul style="list-style-type: none"> Office requirements in South Ribble are generally for small suites, with 40 percent of enquires for sub-100 sqm units Two thirds of those enquiring for office space in Chorley sought suites of less than 300 sqm. Of this, 35 percent were for less than 93 sqm Agents report that in Preston City Centre, the most popular space option is 2-4 person suites, up to 50 sqm. Chorley has strengths in financial and professional services. Agents report that, outside of Buckshaw Village local businesses are seeking suites of 50 sqm or less 	Meeting the smallest office requirements will be a question of premises rather than land. Evidence is that need is focused in Preston (City Centre/Docks) and Chorley (Chorley Town/Buckshaw Village) and property owners have been working to sub-divide existing buildings to provide managed/unserviced options. This has met a lot of needs and will likely continue to do so. New micro-business offices could be provided on a range of sites across Central Lancashire which enjoy good access to services and public transport, but viability considerations will discourage delivery on many sites. The exception is likely to be EP1.5: Euxton Lane, Chorley where a specialist micro-business scheme is actively proposed and supported through funding.
Larger offices for established firms/inward investors	Up to 5,000-7,000 sqft/ 500-700 sqm on average	<ul style="list-style-type: none"> Almost three quarters of deals in Central Lancashire were for suites of up to 300 sqm, with the 101-300 sqm size range most active in all three authority areas Agents suggest demand, focused on Preston and Chorley for suites up to 500 sqm. However, comments from stakeholders and the business survey suggests that over time expanding/relocating businesses, plus an element of inward investment, will generate requirements up to 700 sqm Major gains in office based employment are forecast to 2034. By the Baseline measure these equate to 5,882 extra jobs and 70,000 sqm of extra floorspace to 2034. Under Policy-On scenarios the Preston/South Ribble specific gain would be 9,750 jobs and 115,000 sqm of floorspace Over the last decade, a modest level of larger transactions in the 1,000-5,000 sqm range was recorded in Preston, 23 individual deals. Demand may support individual building development of this scale, but not a scheme of such major offices 	<p>Chorley, Preston and particularly Preston City Centre, could benefit from investment in new modern office premises which could both meet the growth needs of service sector businesses and allow competition for inward investment. In practice, achieving financially viable new development, other than design and build for specific occupiers, is challenging and likely to remain so for some years yet. However, there is a strong chance of larger office provision at the Cuerden Strategic Site, serving the Preston Conurbation along with smaller scale office provision at EP1.5: Euxton Lane, Chorley.</p> <p>Several smaller sites may also deliver offices within mixed-use schemes, where B1(a) development can be cross-funded by other uses. These include:</p> <p><i>Chorley</i></p> <ul style="list-style-type: none"> EP1.6: Cowling Farm, Chorley – Although site’s location may favour industrial uses over offices EP1.15: Land east of Wigan Lane, Clayton-Le-Woods <p><i>Preston</i></p> <ul style="list-style-type: none"> EP1.1: Whittingham Hospital EP1.7: Land North of Eastbay (formerly Broughton Business Park)

Type of Need	Size Range	Evidence of Demand	Preferred Locations
			<p><i>South Ribble</i></p> <ul style="list-style-type: none"> • C2: Moss Side Test Track, Leyland (Doll Lane) – B-Class element assumed to be primarily B2/B8 though • C1: Pickering’s Farm, Bee Lane, Penwortham – Supporting the Preston market <p>In Chorley EP1.13: Southern Commercial, Buckshaw Village has been consented and marketed to office users, attracting interest, but has been unable to achieve a viable scheme. A way forward here might be for industrial development which has been successfully delivered on adjacent land.</p>

Source: BE Group, 2017

Table 3 – Premises Need by Type – Strategic Needs

Type of Need	Size Range	Evidence of Demand	Preferred Locations
RDC Level Logistics Facilities	Likely up to 400,000 sqft/40,000 sqm	<ul style="list-style-type: none"> • 2016 saw the highest amount of national large shed take-up on record. • Against needs however, England only has one year of larger logistics supply remaining and the North West has a shortage of Grade A space • Existing schemes such as Omega, Warrington are reaching capacity, while new sites such as Parkside, St Helens are still some years from providing viable development plots • Past completions, including Waitrose, Buckshaw Village, Amazon, Farington; James Hall. Preston and the Wincanton Defence Logistics Facility, Samlesbury show the viability of Central Lancashire to support major logistics options • Several local businesses report aspirations to invest in larger logistics and industrial facilities 	<p>The Cuerden Strategic Site is generally accepted as the preferred location for motorway-linked logistics and, along with Samlesbury for specialist uses, the best location for the largest manufacturing requirements. Central Lancashire has a second motorway accessible employment site at EP1.3: Land to the North East of M61 junction (Gale Moss) Chorley, although the largest single building which could be accommodated here would be 27,000 sqm in size.</p> <p>The largest expansion sites of North East Preston – EP1.10: Preston East Junction 31A M6 and EP1.11: Roman Road Farm – are of a scale which supports such uses. Limitations of Motorway access at Junction 31s (no northbound slip roads) would be barriers though.</p>
Industrial (Advanced)	Likely up to 200,000 sqft/20,000	<ul style="list-style-type: none"> • Evidence is that the Samlesbury Enterprise Zone is attracting interest from a range of manufacturing companies, not all of which are eligible under Enterprise Zone rules. This generates overspill 	<p>C2: Moss Side Test Track, Leyland (Doll Lane) would be a strong secondary location in terms of the scale and quality of premises which could be offered and the critical mass of larger employers nearby. It</p>

Type of Need	Size Range	Evidence of Demand	Preferred Locations
Manufacturing Investment	sqm	opportunities for the rest of the Borough <ul style="list-style-type: none"> • Although most local level demand does not exceed 5,000 sqm, inward investment requirements of up to 20,000 sqm are reported by agents for the whole Central Lancashire Catchment • Single transactions for up to 45,000 sqm of space have been achieved at key industrial locations such as Walton Summit 	would not be of interest to companies that need direct motorway access though, neither would Land at Lancashire/Leyland Business Parks, Farington. Walton Summit is also identified as a desirable location for larger industrial operators although there is little land to meet needs at present.

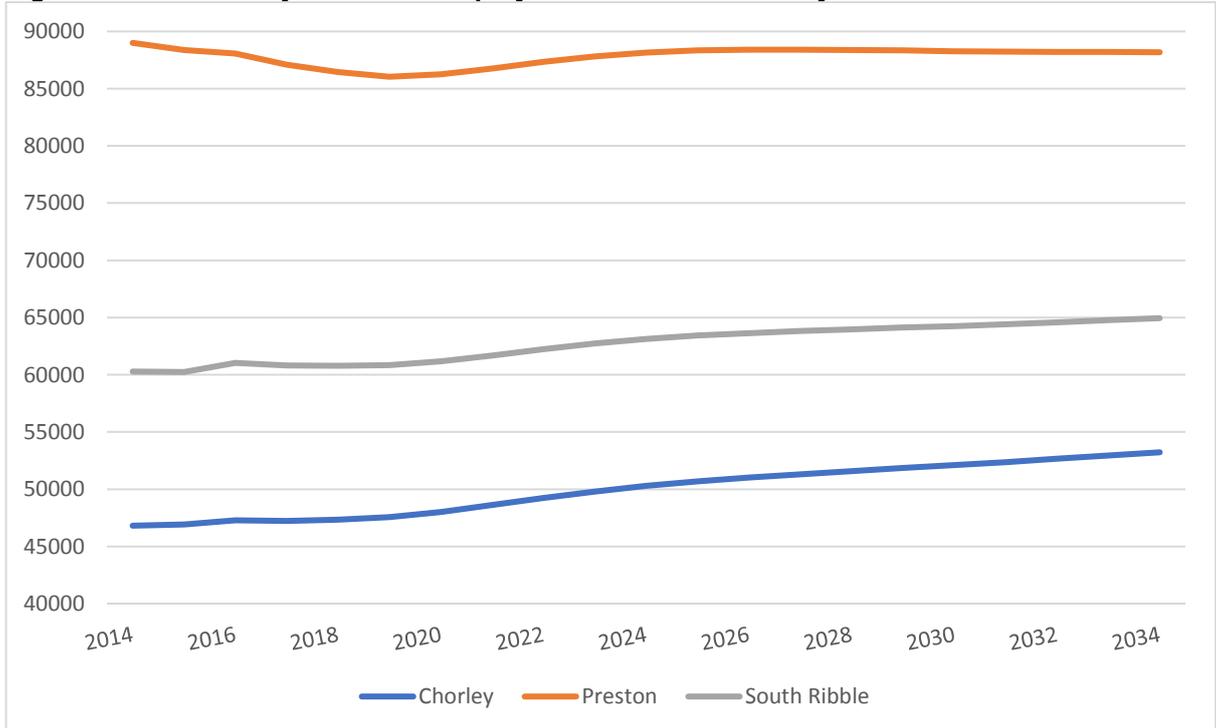
Source: BE Group, 2017

5.0 GROWTH FORECASTS – JOBS

Technical Report Reference – More detail on the jobs forecasting, can be found in Section 8.0: Objectively Assessed Needs (paragraphs 8.28-8.35) of the Technical Report

- 5.1 Employment forecasts were prepared by Oxford Economics in July 2016. These forecasts projected employment by sector to 2034 for the three authority areas.
- 5.2 Between 2014 and 2034, total employment in Central Lancashire is forecast to grow by 10,276 jobs, an average of 514 jobs per year. Over half of this jobs growth is anticipated to be in Chorley (+6,412 jobs), with South Ribble adding 4,671 jobs and Preston remaining seeing an overall loss (-808 jobs). Illustrated in Figure 2 is the growth trajectories for employment in each local authority area. As can be seen, Oxford Economics forecast a short-term decline in overall employment numbers in Preston, before returning to a level of negligible change from 2024 onwards.

Figure 2 – Growth Trajectories of Employment in Three Authority Areas to 2034



Source: Oxford Economics, 2016

- 5.3 Table 4 summarises the major growth or decline prospects, of sectors relevant to this study, for the three Boroughs. It shows that forecast growth is focused in Construction (primarily in South Ribble), health and administration/professional services. Growth in

the latter service sectors is concentrated in Chorley and to a lesser degree Preston. All areas will see some declines in manufacturing employment, but the loss is sharpest in South Ribble.

Table 4 – Key Jobs Change, by Sector

Premises Needed	Key Jobs Gain/Loss to 2034			
	Chorley	Preston	South Ribble	Central Lancashire
Industrial/ Warehouse	-	Construction: +542	Construction: +3,027 Manufacturing: -1,457	Construction: +4,158 Manufacturing: -2,867
Office	Human health and social work: +2,142 Administrative and support services: +1,483 Professional, scientific and technical activities: +1,021	Administrative and support services: +703 Professional, scientific and technical activities: +632 Public administration and defence: -2,389	Professional, scientific and technical activities: +531	Human health and social work: +3,035 Administrative and support services: +2,660 Professional, scientific and technical activities: +2,184 Public administration and defence: -2,830

Source: Oxford Economics, 2016

Policy-On Forecasts

Technical Report Reference – More detail on the policy-on jobs forecasting, can be found in Section 8.0: Objectively Assessed Needs (paragraphs 8.47-8.52) of the Technical Report.

- 5.4 The above are 'policy-off' forecasts that do not account for any public-sector plans or strategies for growth above the baseline. In terms of 'policy-on' modelling, sensitivity testing has been undertaken to understand the forecast growth, above the baseline, accounting for the impacts of the City Deal initiative on Preston/South Ribble and the South Ribble strategic sites – Cuerden and the Samlesbury Enterprise Zone.
- 5.5 To create Policy-On forecasts, the following has been considered:
- The overall parameters of the City Deal, including objectives to deliver 17,000 new dwellings and 20,000 new jobs over 2013-2023.
 - Information where available on the likely jobs capacity at strategic employment sites at Cuerden and Samlesbury, including schedules for Cuerden, set out in the latest Outline planning application and Samlesbury's Enterprise Zone

application, which provides an indication of overall development intents.

- It is assumed that the growth sectors in the baseline forecasts will get an additional impetus due to the higher population growth in Preston and South Ribble due to the City Deal, estimated to be 25 percent above the projected growth.
- Furthermore, specific sectors, such as construction, transportation and storage, manufacturing and office-based support services would have an impetus due to the interventions to support the roll-out of employment land. This boost will not be uniform across sectors or areas and it is expected that South Ribble's impetus would be focussed around construction, transportation and storage and manufacturing and Preston's impetus would be more focussed on office based support sectors (although industrial uses would still see some uplift). The uplift is assumed to be between 5 and 20 percent above baseline levels.

5.6 The impact of this on Preston is a net gain of 3,540 jobs on the baseline and in South Ribble, the focus of strategic sites, a gain of 15,580 jobs on baseline. Table 5 shows the gains, by key sectors, relevant to this study. Although for the most part the Policy-On allowance just enhances jobs trends already evident, it is worth noting the positive growth now shown in Manufacturing and Transport and Storage, trends not evident in baseline. In the service sectors, the emphasis remains on Health, Professional and Administrative employment.

Table 5 – Policy On Forecast Jobs Growth 2014-2034

SIC Group	Preston Workforce Growth 2014-34	South Ribble Workforce Growth 2014-34
Manufacturing	776	1,510
Construction	920	4,809
Wholesale and Retail Trade	241	2,667
Transportation and Storage	(101)	1,174
Information and Communication	574	1,065
Finance and Insurance	25	392
Real Estate	(225)	482
Professional, Scientific and Technical	1,206	1,410
Administrative and Support Service	407	4,189
Public Administration and Defence	(2,547)	(107)
Human Health and Social Work	1,202	662
Other Service Activities	(88)	150

SIC Group	Preston Workforce Growth 2014-34	South Ribble Workforce Growth 2014-34
Total (Includes Sectors Not Shown Above)	2,732	20,251

Source: Oxford Economics, 2016/BE Group, 2017

6.0 OBJECTIVELY ASSESSED NEEDS

6.1 To assess need two recognised methods of forecasting have been used creating three distinct models of OAN for the study period 2014-2034. The outputs from these models are outlined in Table 6, for each Borough.

Historic Land Take Up

Technical Report Reference – More detail on the historic land take up forecasting, can be found in Section 8.0: Objectively Assessed Needs (paragraphs 8.14-8.27) of the Technical Report

6.2 The first method is a forward projection of historic land take up trends to produce local only projections. Based on this the needs are:

- Chorley = **95.50 ha**
- Preston = **89.00 ha**
- South Ribble = **88.50 ha.**

Central Lancashire total requirement – 273.00 ha

6.3 Figures are inclusive of five year buffer to reflect a choice of sites by size, quality and location and to provide a continuum of supply beyond the end of the 2034 period. Also, to make some allowance for the loss of further employment land to non B-Class uses over the period to 2034.

6.4 Need has been compared to local level supply, which has been backdated from 2016 to 2014, to ensure that the need and supply dates match. Against this backdated supply, Central Lancashire has a shortfall of **81.93 ha** to meet local needs, comprising:

- Chorley – 95.50 ha (need) – 59.75 ha (realistic supply, local only, backdated) = **35.75 ha (further need)**
- Preston – 89.00 ha (need) – 71.69 ha (realistic supply, local only, backdated) = **17.31 ha (further need)**
- South Ribble – 88.50 ha (need) – 56.99 ha (realistic supply, local only) = **31.51 ha (further need).**

Labour Demand

Technical Report Reference – More detail on the labour demand forecasting, can be found in Section 8.0: Objectively Assessed Needs (paragraphs 8.36-8.66) of the Technical Report

6.5 The second method looks at jobs growth, as identified in Oxford Economics (2016) forecast modelling. As can be seen in Table 6, the resulting jobs based forecast model suggest that all three Boroughs have sufficient land to meet needs. When a 'Policy On' allowance is made, as discussed in Section 5.0 above, Preston has needs of 11.50-14.90 ha to 2034. In South Ribble, the focus of strategic sites, the needs are much larger at 52.90-53.20 ha. Both Boroughs have sufficient employment land to meet these projected needs, with the greater requirement in South Ribble being supportive of strategic allocations.

Table 6 – Central Lancashire Land Forecast Models – Summary

Local Authority	Model	A: Land Stock 2016, ha – Strategic and/or Local Supply*	B: Land Need 2014-2034, ha	C: Buffer (five years further need), ha	D: Surplus (Shortfall), ha <i>D=A-(B+C)</i>	Assumptions
Chorley	Local Take Up	59.75 Local Supply, backdated	76.40	19.10	(35.75)	Based on historic (25 years) take-up of 3.82 ha/pa. Compares a local growth rate with a local only supply picture
	Employment based on adjusted stock – Policy-Off Model	59.75 Local Supply, backdated	+10.60 Growth +5.20 Change	+2.65 +1.30	1) 46.50 2) 53.25	Based on 1) projected growth sectors 2) projected employment change across sectors A local growth only scenario
	-	-	-	-	-	-
Preston	Local Take Up	71.69 Local Supply, backdated	71.20	17.80	(17.31)	Based on historic (23 years) take-up of 3.56 ha/pa. Compares a local growth rate with a local only supply picture
	Employment based on adjusted stock – Policy-Off Model	71.69 Local Supply, backdated	+5.80 Growth -6.40 Change	+1.45 N/A	1) 64.44 2) 78.09	Based on 1) projected growth sectors 2) projected employment change across sectors A local growth only scenario
	Employment based on adjusted stock – Policy-On Model	71.69 Local Supply, backdated (with strategic sites in SR)	+14.90 Growth +11.50 Change	+3.73 +2.88	1) 53.06 2) 57.31	Based on 1) projected growth sectors 2) projected employment change across sectors

Local Authority	Model	A: Land Stock 2016, ha – Strategic and/or Local Supply*	B: Land Need 2014-2034, ha	C: Buffer (five years further need), ha	D: Surplus (Shortfall), ha $D=A-(B+C)$	Assumptions
						A local/strategic growth scenario
South Ribble	Local Take Up	56.99 Local Supply, backdated	70.80	17.70	(31.51)	Based on historic (25 years) take-up of 3.54 ha/pa. Compares a local growth rate with a local only supply picture
	Employment based on adjusted stock – Policy-Off Model	56.99 Local Supply, backdated	+7.90 Growth -6.20 Change	+1.98 N/A	1) 47.11 2) 63.19	Based on 1) projected growth sectors 2) projected employment change across sectors A local growth only scenario
	Employment based on adjusted stock – Policy-On Model	115.36 Strategic/Local Supply, backdated	+53.20 Growth +52.90 Change	+13.30 +13.23	1) 48.86 2) 49.23	Based on 1) projected growth sectors 2) projected employment change across sectors A local/strategic growth scenario

Source: BE Group, 2017

*Backdated land supply at 2014

Employment Land Take-Up/Employment Change Comparison

6.6 In reality, employment change does not translate to land provision in the way set out in the above employment-based models, both policy-on and policy-off. There are several factors that will influence the land requirement and it is necessary to understand the market signals to predict a more accurate employment land requirement. These factors include:

- To what extent the growth in office employment takes place in town centre locations, at higher densities, rather than in low-density business parks. Preston, for example, will see both higher density development in the City Centre and lower density development in North East Preston. Where growth is predicted in town or city centres different densities would be applied, closer to 100 percent site coverage.
- Will the decline in jobs lead to the release of land? Experience suggests that even where businesses are contracting, they will continue to hold onto sites in anticipation of future improvement and change. Where jobs are being lost to

automation, those new automated processes will still require land on which to operate and can lead to higher productivity and growth.

- Land take-up/property needs can be for different reasons such as modernisation or geographic relocation, land banking for future needs.
- Expansion may also be within existing premises or on expansion land not accounted for in land allocations.

6.7 However, to test how closely jobs change translates to land take-up, historic trends have been compared for South Ribble only (*equivalent exercises are completed for Chorley and Preston in Tables 56-59, pages 146-148 of the Technical Report*). Using the same methodology, the land needs based on employment change has been calculated for two historic periods. For this analysis, just baseline (policy-off) forecasts are used as the relevant strategic initiatives had yet to be implemented during the bulk of these historic periods.

- The long-term period from 1991-2016 and compared to the actual land take-up during that period (Table 7)
- 2001-2007 which was a period of sustained economic growth nationally (Table 8).

Table 7 – Employment Land Take-Up/Employment Change Comparison 1991-2016 – South Ribble

Employment Change	Total Jobs	Land (Ha)
Growth	25,900	24.2
Decline	(9300)	(72.1)
Net growth	16,600	(47.9)
Historic land take-up	-	88.50

Source: BE Group, Oxford Economics, SRBC 2017

Table 8 – Employment Land Take-Up/Employment Change Comparison 2001-2007 – South Ribble

Employment Change	Total Jobs	Land (Ha)
Growth	6900	1.80
Decline	(2700)	(11.0)
Net growth	4200	(9.20)
Historic land take-up	-	34.68

Source: BE Group, Oxford Economics, SRBC 2017

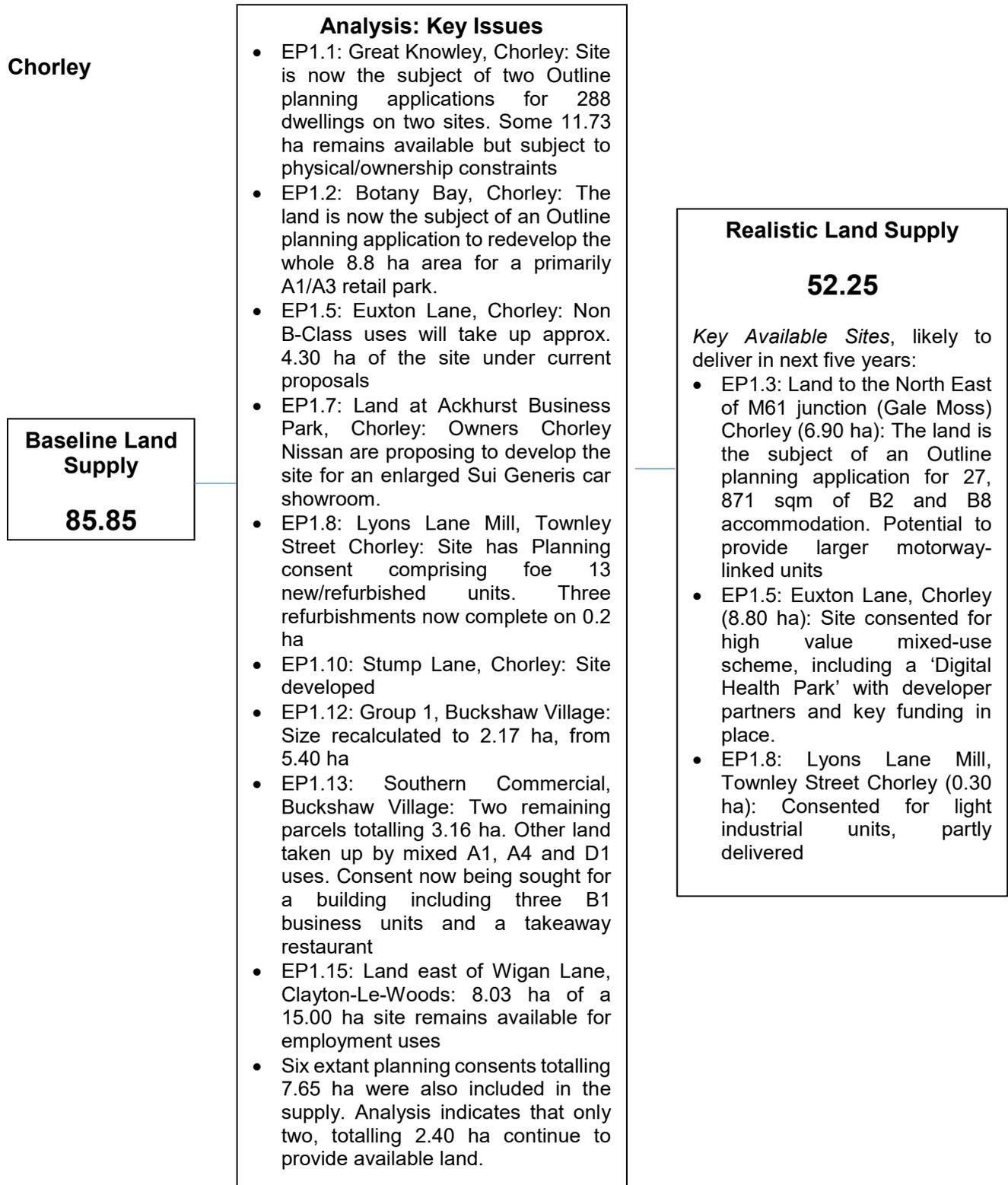
- 6.8 The two tables show that low net jobs growth during both periods, would have resulted in negative land needs. Even if the sectors predicted to grow only are considered, the projected land requirements represent only a fraction of what was taken up in reality.
- 6.9 Thus, the trend shows that net jobs growth is not an accurate method of calculating land. **The preferred forecasting method is therefore a projection forward of past take-up rates that considers local needs.**

7.0 EMPLOYMENT LAND AND PREMISES SUPPLY

Technical Report Reference – More detail on the employment land and premises supply of Central Lancashire, can be found in Section 10.0: Employment Land and Premises Supply of the Technical Report

- 7.1 The total Central Lancashire Baseline Supply is 239.89 ha. However, consideration of this supply suggests that these totals include areas of land which will not be brought forward for development, will be developed for non B-Class uses, to meet the needs of specific occupiers only (i.e. expansion space) or where development has now completed. The Realistic Employment Land Supply, allowing for these issues, is 175.29 ha. This is broken down, by local authority are, in Figure 3 below.

Figure 3 – Land Supply Analysis



Preston

Baseline Land Supply
99.52

- Analysis: Key Issues**
- EP1.1: Whittingham Hospital: Site area increased from 1.40 to 2.50 reflecting current mixed- use planning consents
 - EP1.3: Preston East Employment Area: Large area of land under mixed ownership, seeing incremental take up for a range of proposals which total 8.36 ha rather than the 13.13 ha shown
 - EP1.5: Millennium City Park: Sizable recent take up/consents, mean that only one small development plot of 0.80 ha remains readily developable
 - EP1.6: Site at Junction 31A M6 West Loop: Land under development for a car showroom.
 - EP1.9: Riversway: Modest development plot of 0.35 ha remains.
 - EP1.10: Preston East Junction 31A M6: HCA estimate of net developable area is only 7.08 ha against a gross of 25.50 ha

Realistic Land Supply
70.68

Key Available Sites, likely to deliver in next five years:

- EP1.1: Whittingham Hospital (2.50 ha); Part of a major mixed-use regeneration scheme, currently being progressed. Release of the employment elements is expected by 2019 for smaller office and industrial options
- Land comprising Employment Sites EP1.2 and EP1.4 (24.06 ha) is now on the market as some 16 design and build plots.
- EP1.3: Preston East Employment Area (11.0 ha): Active employment site, close to a Junction 31a, M6 which has seen incremental take up for a range of office and industrial facilities. Is expected to continue to meet needs for owner occupied facilities
- EP1.7: Land North of Eastway (2.10 ha); Rapid delivery of a smaller business scheme likely, linked to a housing development
- EP1.10: Preston East Junction 31A, M6 (7.08 ha, net): Major expansion site for the wider North East Preston employment location. HCA plan to release for development by 2018. Land is large enough to accommodate almost any scheme, including larger motorway-linked logistics.

South Ribble

**Baseline
Land Supply**

54.52

Analysis: Key Issues

- E1(e): West Paddock, Leyland: It is anticipated that around a third of the site should be retained for open space. 1.28 ha remains
- B3: South Rings, Cuerden: Remaining land recalculated to 11.05 ha in three plots

Realistic Land Supply

52.36

Key Available Sites, likely to deliver in next five years:

- E1(e): West Paddock, Leyland (1.28 ha): Council-owned local growth site for Leyland which could meet micro business needs in the town
- E1(g): Farington Hall Estate, West of Lancashire Business Park, Farington (22.20): Major development site adjacent to the Farington Business Parks, likely to be delivered as a major mixed-use opportunity, capable of accommodating the full range and sizes of premises needed.
- B3: South Rings, Cuerden (11.05 ha): Much of the land is in the hands of a local developer who has successfully delivered light industrial units speculatively over the last two years and intends further comparable development
- C2: Moss Side Test Track, Leyland (Doll Lane) (6.08 ha): Despite some issues to address, prospect remains good for a sizable development of major B2/B8 premises here, particularly allowing growth of the advanced manufacturing cluster which exists on the adjacent Moss Side Industrial Estates
- C1: Pickering's Farm, Bee Lane, Penwortham (0.45 ha): delivery of an office scheme, as part of the development of significant new community for the Borough.

Strategic Employment Locations

7.2 South Ribble contains two strategic land allocations – the 65 ha Cuerden Strategic Site and the 72 ha Samlesbury Enterprise Zone. The net land supply of the two is: **58.37 ha**. These are strategic locations, to be marketed primarily to companies outside of South Ribble and, in the case of the Enterprise Zone, outside of Lancashire:

- *Cuerden Strategic Site*: Development partners, Eric Wright Group and Brookhouse Group, in place and have submitted a hybrid application for the whole site. Proposals include a Southern Employment Area of 17.64 ha focused on larger manufacturing and storage uses and providing up to 80,000 sqm of floorspace. This represents a key opportunity site for Central Lancashire, providing larger logistics options at a main motorway junction. Also proposed is a Northern Business Park of 5.725 ha fronting Lostock Lane and providing up to 26,000 sqm of B1(a) floorspace, delivered in a phased programme over the next 16 years to reflect demand. The two areas would support some 3,000 FTE jobs.
- *Samlesbury Enterprise Zone*: Enterprise Zone established since 2011, and with a net developable area of 35 ha within South Ribble. The location has seen major investment in road infrastructure to open it up for business development. Development to date includes the BAE Academy for Skills and Knowledge and the Wincanton Defence Logistics Centre. Marketing is underway, with plots available which could support units of 250 to 35,000 sqm. interest has been established from a range of organisations although securing commitments from businesses in compatible sectors is proving challenging.

Central Lancashire Premises Supply

7.3 Across the study area of Central Lancashire, a total supply of 173,811 sqm of vacant space is reported (see Table 9).

Table 9 – Premises Supply of Central Lancashire

	Borough		
	Chorley	Preston	South Ribble
Available Premises	Industrial/warehouse: 17 premises totalling 14,011 sqm Office: 44 marketed premises totalling 6,825 sqm	Industrial/warehouse: 47 premises totalling 30,896 sqm Office: 187 marketed premises totalling 45,801 sqm	Industrial/warehouse: 66 premises totalling 63,755 sqm Office: 95 marketed premises totalling 12,523 sqm

	Borough		
	Chorley	Preston	South Ribble
Occupancy Rates of the Borough: Industrial	97.4 percent by floorspace 98.0 percent by premises numbers	96.8 percent by floorspace 96.6 percent by premises numbers	93.9 percent by floorspace 92.7 percent, by premises numbers
Occupancy Rates of the Borough: Offices	92.3 percent by floorspace. 92.5 percent by premises numbers	88.3 percent by floorspace 85.7 percent by premises numbers	89.2 percent by floorspace 76.8 percent by premises numbers
Comments/Issues	<p>Available industrial units are found almost exclusively in Chorley and Buckshaw Village, which does reflect demand</p> <p>Reasonable offer of industrial space up to 4,000 sqm, available offices up to 300 sqm</p> <p>Key shortage of freehold space for all types and sizes of accommodation.</p>	<p>A good range of industrial/warehouse options across all size bands up to 5,000 sqm</p> <p>Industrial supply focus is on 51-500 sqm units, argued to be most required by local micro/small firms</p> <p>Preston has a comprehensive mix of available office property with options across all size ranges up to 5,000 sqm, although most suites are sub-500 sqm in size and focused in the City Centre</p> <p>Supply likely to meet most local needs but may struggle to accommodate the largest firms and inward investors</p> <p>Key shortage of freehold space for all types and sizes of accommodation.</p>	<p>Good industrial supply up to 500 sqm, which can meet local demand. More moderate but still reasonable supply of units greater than 1,000 sqm in size.</p> <p>Supply focused in the key Employment Areas – Walton Summit, Farington and Bamber Bridge</p> <p>Office supply focused in Leyland/Farington</p> <p>Most suites sub 50 sqm in size which will meet a lot of local needs but provides little to support larger business requirements.</p> <p>Key shortage of freehold space for all types and sizes of accommodation.</p>

Source: BE Group, 2017

8.0 RECOMMENDATIONS

Technical Report Reference – More detail on Study recommendations, can be found in Section 12.0: Recommendations of the Technical Report

- 8.1 This report has had full regard to the requirements of the NPPF and the PPGs to encourage and deliver growth through the planning system. The recommendations are:

Recommendation 1 – Employment Land Provision Definition

For the purpose of this study, the current available local land supply in Central Lancashire is defined as 31 sites, comprising 175.29 ha split:

- **Chorley: 52.25 ha in 14 sites**
- **Preston: 70.68 ha in 10 sites**
- **South Ribble: 52.36 ha in 7 sites**

Recommendation 2 – Employment Areas to be Retained

Key/Best Urban Sites and Recommendations

This Study has undertaken an independent grading of Employment Areas in Central Lancashire. From this, the following locations are above average in quality and could be designated as ‘key’ or ‘Best Urban’ sites:

Chorley

- **Common Bank Area, Chorley**
- **Ackhurst Business Park, Chorley**
- **Chorley Business and Technology Park, Euxton**
- **Momentum/Southern Commercial Area/Revolution, Buckshaw Village**

Preston

- **ELR No 1: Millennium Business Park**
- **ELR No 7: Preston East Employment Area**
- **ELR No 19: Mondiboard, Longridge Road**
- **ELR No 27: Bow Lane**
- **ELR No 28: Riversway A – Portway / West Strand**
- **ELR No 30: North Preston Employment Area**
- **ELR No 54: Winckley Square / Chapel Street**
- **ELR No 65: Winckley Square (SW) / East Cliff**

- **ELR No 66: Winckley Square (South and East) / Cross Street**
- **ELR No 84: West Strand / Marsh Lane.**

South Ribble

- **Emp. Area 2: Sceptre Way, Bamber Bridge**
- **Emp. Area 3: Walton Summit Employment Area**
- **Emp. Area 8: Aston Moss, Leyland**
- **Emp. Area 10: Lancashire (Enterprises) Business Park, Farington**
- **Emp. Area 11: Moss Side Employment Area, Leyland**
- **Emp. Area 18: Matrix Park, Buckshaw Village.**

At the strategic level, the Samlesbury Enterprise Zone and BAE facility, plus the Cuerden Strategic Site, when delivered, could also be included in this list.

Within the Best Urban Employment Areas, only applications for B-Class use should generally be permitted. Non-B Class uses should only be allowed if unless strongly justified and it is proved that the proposals will not have a significant adverse impact on surrounding local uses. It is accepted that on rare occasions some exceptions may have to be made, for example to provide for complimentary services, or where a site such a Cuerden is established for a mix of uses. Other circumstances which might justify such a change, could include:

- **Delivery of a broader strategy of economic development or urban regeneration**
- **If the alternative use delivers significant community and/or employment/skills value compared to uses already present**
- **If the Local Authority Area lacks dedicated high quality locations for uses such as trade/motor trade, and there are no viable alternative sites.**

General retail/hot food uses should not normally be supported on the Best Urban Employment Areas unless strongly justified, ancillary to the main B-Class uses and clearly intended to serve the business community in the Employment Area. Where alternative uses are considered, the general priority should be linked uses such as car showrooms, tyre and exhaust centres, or trade counters, providing the employment areas have good access to a range of sustainable transport options.

B/C-D Graded Employment Areas

For ***B/C-D Graded Employment Areas***, a more flexible approach could be taken to help facilitate a broad range of economic development. In some cases, a more intensive mixed-use development could provide greater benefit to the local community than if the site was retained solely in employment use.

D/E or E Graded Employment Areas

For the two areas graded ***D/E*** and ***E*** in Preston, there is a more urgent need for change, and ultimately these low-quality locations may no longer be viable for retention as **B-Class** employment locations.

Other Employment Locations

Employment development outside **Employment Areas** contributes to local employment activity and jobs. Any consideration of future non-employment use, in such locations, should be addressed in the same way as land in **Best Urban Employment Areas**.

Recommendation 3 – Sites Not Deliverable for Primarily B-Class Schemes

In **Section 10.0** of the **Technical Report**, Central Lancashire's baseline land supply was reviewed in detail. The research identified several employment sites which do not appear to be viable and deliverable for **B1/B2/B8** uses, or have significantly reduced net developable areas for **B-Class** use. They should not be considered part of Central Lancashire's realistic land supply.

Recommendation 4 – Future Employment Land Provision

Chorley Borough Council, **Preston City Council** and **South Ribble Borough Council**, should use the roll forward of historic take-up as the main measure of future land need for the period up to 2034. This indicates a need of 273.00 ha to 2034, incorporating a five-year buffer. Measured against Central Lancashire's current realistic supply, backdated to 2014, there is a shortfall of 84.57 ha comprising:

- **Chorley – 35.75 ha (further need)**
- **Preston –17.31 ha (further need)**
- **South Ribble – 31.51 ha (further need).**

Recommendation 5 – Protecting Key Local Plan Employment Sites

Protection of the remaining employment land for B1/B2/B8 development, particularly key sites and defined employment areas, needs to be considered a policy priority. Further losses in the land supply, to alternative uses, should be resisted.

Recommendation 6 – Meeting Needs

Some points to note in identifying further land options are:

Chorley

- If less constrained sites around the M61 exist, they should be considered, although it is accepted that most other land in this area is protected by Green Belt/other countryside designations or is Safeguarded for the Local Plan period
- Stakeholders highlight Buckshaw Village (also noted for South Ribble) as a focus of demand for both office and industrial uses, along with the adjacent Euxton Lane Corridor
- Further regeneration opportunities in Chorley Town Centre should also be reviewed.

Preston

- A recalculation of the supply of HCA owned land in North East Preston may meet much of the identified extra need
- Otherwise North East Preston, remains a focus for market interest from the local industrial and warehouse sectors
- Further office options in Preston City Centre and/or Preston Docks would be desirable, both to meet local needs and attract inward investment, but may prove challenging to realise. Regeneration programmes which do include offices, likely as part of a mix of uses, would be welcome.

South Ribble

- The focus of both demand and recent development activity is the A6/A582 Corridor of Bamber Bridge and Cuerden. Stakeholders regularly cited the lack of opportunity sites at Walton Summit, an industrial estate of regional significance.

- **Buckshaw Village is now established as a key market focus in Central Lancashire. Options to maintain the momentum generated here, in both the Chorley and South Ribble parts of the Village, would be welcome.**

Recommendation 7 – Encouraging Development

Evidence is that several sites and premises schemes will deliver premises, both office and industrial, and the smaller and larger ends of the supply spectrum. Market failure appears most likely for mid-range property options. To address this, it is recommended that the three Councils and other relevant partners proactively explore delivery strategies by which sites can be brought forward, in discussions with owners and developers.

Recommendation 8 – Monitoring Arrangements

The three Councils should pursue a common and consistent approach to monitoring their employment land supply.

Recommendation 9 – Future Reviews

The Councils should work with neighbouring authorities on issues in which interests will overlap.

Recommendation 10 – Maintain Awareness of External Influences

Review and monitor the employment land and premises position and undertake the study again in about five years, as 2034 is a long time in the future and much will happen before then.

9.0 COMMERCIAL HEADLINES

9.1 This Section provides headlines on the growth potential of the Central Lancashire economy, the nature of property demand and key opportunities for businesses and investors.

Growth Potential

Central Lancashire is forecast to gain 29,395 jobs over 2014-2034 when major strategic investment is accounted for.

Chorley

Forecast growth in Chorley is some **6,412 extra jobs over 2014-2034.**

Key gains will be in human health and social work, a specialism of Chorley Borough (2,142 extra jobs) and in office-based activities, specifically administrative and support services (1,483 extra jobs) and professional, scientific and technical activities (1,021 extra jobs).

6,412 jobs can be translated into a need for 41,205 sqm of floorspace or some 10-11 ha of land

Preston

Preston will benefit from City Deal investment and growth in housing and population. Allowing for this policy, the jobs growth will be **2,732 extra jobs over 2014-2034.**

Specific sectors would have an impetus due to the interventions to support the roll-out of employment land and delivery of housing including construction (920 extra jobs) although Preston's impetus is expected to be focussed on office based support sectors (e.g. 1,206 extra jobs in professional and scientific uses), plus the health sector (1,202 extra jobs).

2,732 jobs can be translated into a need for 58,291 sqm of floorspace or some 15 ha of land

South Ribble

South Ribble is the focus of strategic investment into Central Lancashire, the home of the Cuerden Strategic Site, the Samlesbury Enterprise Zone and City Deal investment. Combined with baseline growth, the result is a forecast gain in jobs of **20,251 over 2014-2034.**

Most sectors will benefit from strategic investment, but particular gain will be seen in construction (4,809 extra jobs) through the development projects resulting; logistics (1,174 extra jobs in transport/storage, plus 2,667 in wholesale and retail) a beneficiary of City Deal and a development focus on Cuerden; manufacturing, with Samlesbury a focus for advanced manufacturing (1,510 extra jobs) and office-based admin and support services (4,189 extra jobs).

20,251 jobs can be translated into a need for 207,545 sqm of floorspace or some 53 ha of land.

Industrial

9.2 The headline event of Central Lancashire in the last few years has been the speculative development of sub 100 sqm/1,000 sqft light industrial units Buckshaw Village and South Rings, Cuerden. All were sold or let off plan before completion.

9.3 All the sources examined in this study show a strong need for light industrial units of 0-300 sqm/3,000 sqft, across Central Lancashire, with a particular emphasis on freehold options. This is driven by expanding sectors such as construction and

engineering, but particularly a growing desire amongst micro business owners to invest in freehold property, both to provide independence for business operations and as a personal investment opportunity.

- 9.4 Demand is not limited to light industrial space however, and evidence from enquiries, transactions and stakeholder consultations suggests steady demand up to 1,500 sqm/15,000 sqft from local businesses looking to grow across all three Boroughs, including freehold options. This is supported by this Study's independent discussions with major businesses who report property requirements of up to 1,000 sqm/10,000 sqft.
- 9.5 In South Ribble specifically, demand extends further upwards, with noted market interest for units in all size brackets up to 2,300 sqm/23,000 sqft. Individual industrial and warehouse requirements, identified in the Business Survey, extend up to 2,001-5,000 sqm/ 2,0000-50,000 sqft.
- 9.6 Locations of specific interest for companies include Buckshaw Village and the Euxton Lane Corridor of Chorley/South Ribble; South Rings, Cuerden; Walton Summit and Ackhurst Park, Chorley. In Preston, the areas of industrial demand are focused around the Docks and North East Preston. Rents for reasonable quality space are at £6.50/sqft although the best light industrial schemes can achieve up to £10/sqft.
- 9.7 Drivers for larger requirements moving forward will include Samlesbury Enterprise Zone which is attracting interest from a range of manufacturing companies, not all of which are eligible to locate in the Zone under Enterprise Zone rules. This generates overspill opportunities for the rest of South Ribble and Central Lancashire.
- 9.8 In terms of supply, there is an urgent need for more modern light industrial space across Central Lancashire and developers are looking to fill that gap. At south Rings, Roundhouse is looking to repeat its success with speculative units with a next phase of 90 sqm/900 sqft properties on land at Craven Drive. In Chorley, land at Euxton Lane, Chorley (Site EP1.5) the wider Digital Health Park facility, being part delivered by the Council and will provide light industrial units alongside more specialist facilities. In Chorley Town, land at Lyons Lane Mill and Stump Lane, has seen delivery of light industrial space but with more room for growth.

- 9.9 Buckshaw Village remains a focus for industrial activity, with further small units seeking consent at EP1.13: Southern Commercial. Opportunities remain for further investment here, with some 2.17 ha of land at EP1.12 Group 1, Buckshaw Village on the market for further industrial development.
- 9.10 Speculative development remains less likely for larger industrial accommodation, but Central Lancashire retains an active market for design and build developments. This is most evident in North East Preston, where 24.06 ha of land at Red Scar Industrial Estate (sites EP1.2/1.4) is actively being marketed for such options and attracting interest. Moving forward in this area, the Homes and Communities Agency will shortly be bringing forward another 25 ha of land at Preston East Junction 31A, M6 (Site EP1.10) which will be available for development and could support the full range of uses, likely with a strong industrial emphasis.
- 9.11 In South Ribble, the Moss Side Test Track, Leyland (Doll Lane) has a developer partner and provides an opportunity for some 6 ha of industrial-led development land which can build on the established advanced manufacturing offer of Ashton Moss. This is in addition to the strategic scale advanced manufacturing offer at the Samlesbury Enterprise Zone, where 35 ha of land remains available for development with Enterprise Zone incentives. Marketing of this is underway and attracting interest.
- 9.12 Finally, it is worth noting that while many local and regional developers are not yet pursuing new build schemes, most are seeking to acquire second hand industrial schemes for refurbishment and letting, across Central Lancashire.

Warehousing

- 9.13 At the strategic scale 2016 saw the highest amount of national large shed take-up on record, while nationally and regionally there are major shortages of logistics accommodation. In the North West, a key issue is that existing major schemes such as Omega, Warrington are reaching capacity, while new sites such as Parkside, St Helens are still some years from providing viable development plots
- 9.14 Sitting at the confluence of the region's motorway network, Central Lancashire has long been established as a focus for logistics investment, with an established B8 park at Revolution, Buckshaw Village and multiple large-scale operations elsewhere.

Recent investments include Amazon who took 168,000 sqft of space at Leyland Business Park.

- 9.15 Strategic level investments can extend up to 40,000 sqm/400,000 sqft, but agents also report regular local scale enquiries in the 4,000-5,000 sqm/40,000-50,000 sqft range for industrial and warehouse options, covering the whole of Central Lancashire. Requirements of this scale were also noted from some 20 local businesses contacted for the Study.
- 9.16 The Cuerden Strategic Site, now consented in outline, provides a key opportunity for strategic scale warehousing, delivered rapidly on a motorway linked site at a time when other logistics locations on the M6 Corridor of Lancashire and Cheshire are still some years from being realised. With design and build options of up to 65,000 sqm/650,000 sqft possible, this location can support the largest Regional Distribution Centres.
- 9.17 North East Preston is a further location of interest for larger B2/B8 operators and the above-mentioned land at Preston East Junction 31A, M6 (Site EP1.10), which sits adjacent to the JC Hall depot will be of interest.
- 9.18 Finally, it is worth noting the strength of the existing property offer for this use. Stakeholders routinely identify Walton Summit as a location of interest for the largest B2 and B8 requirements. Although there is no expansion land remaining in this area, there is a strong offer of modern, flexible space which has previously met some of the largest requirements in Central Lancashire, up to 45,000 sqm/450,000 sqft in one instance. Comparable comments can be made on Lancashire Business Park, Farington, which has also seen past investment in new large B2/B8 units and has further expansion land surrounding.

Offices

- 9.19 Evidence is that Preston (the Docks, City Centre and extending south, in market terms, to Cuerden/South Rings) and Chorley are the focus of market activity and interest. Both Boroughs have strengths in finance and insurance and Preston is home to a range of large scale businesses in this sector. Both past transactions and current enquiries/market interest are focused on the smaller end of the market, suites of less than 100 sqm/1,000 sqft and particularly less than 50 sqm/500 sqft. This is the case even in Preston City Centre where reported demand is for 2-4 person suites.

- 9.20 In terms of larger properties, while headline grabbing major investments are rare, deals up to 300 sqm/3,000 sqft are more regular, with the 101-300 sqm/1,000-3,000 sqft size range most active in all three authority areas. Agents report that demand exists, from larger companies, for suites of up to 500 sqm/5,000 sqft in Preston and Chorley. However, comments from stakeholders and the business survey suggests that over time expanding/relocating businesses, plus an element of inward investment, will generate requirements up to 700 sqm/7,000 sqft.
- 9.21 Although local serviced schemes are performing well, the strongest need is for unserviced or ‘managed’ space. Managed offices generally offer suites on flexible terms, with common facilities but little or no on-site staffing. This reduces costs, allowing space to be offered more readily in the price ranges of new micro firms.
- 9.22 Meeting the smallest office requirements is question of premises rather than land, and owners are actively looking at refurbishment options to meet this need. In Chorley, Ackhurst Park is identified as the prime office location, achieving some of the highest rents in Central Lancashire (£14.50/sqft). The best recent success has been achieved in sub-dividing buildings to provide incubation suites of around 20 sqm/200 sqft each and more such activity is likely. In Central Preston, the equivalent opportunities are diverse but generally focused around Winckley Square and the three blocks extending east to Glovers Court. Several developers/owners have considered options here, albeit often linked to mixed use options.
- 9.23 In the short term, the key new development opportunity (developed speculatively) in Central Lancashire will be the specialist Digital Health Park scheme at EP1.5: Euxton Lane, Chorley, which has development partners and funding in place, for uses including a digital office building of 5,195 sqm/55,920 sqft. In the longer term however, the most significant opportunity will be the Cuerden Strategic Site where up to 26,000 sqm/260,000 sqft of B1(a) offices of 929- 3,252 sqm/10,000- 35,000 sqft each now has consent. This will be not be delivered speculatively, but provision is judged within realistic take up rates for a 16-year timetable and provides key opportunities to attract inward investment into Central Lancashire.

SH5

Report of	Meeting	Date
Central Lancashire Planning Local Plan Coordinator	Central Lancashire Strategic Planning Joint Advisory Committee	25.01.2021

CENTRAL LANCASHIRE LOCAL PLAN UPDATE

RECOMMENDATION(S)

- To note the contents of this report.

EXECUTIVE SUMMARY OF REPORT

- This report provides an update on the progress of the development of the Central Lancashire Local Plan.

Confidential report Please bold as appropriate	Yes	No

REASONS FOR RECOMMENDATION(S)

(If the recommendations are accepted)

- None, for information only.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- None.

LOCAL PLAN PROGRESS – ISSUES AND OPTIONS OUTCOMES REPORTS

- 1.1 Outcomes reports have been prepared summarising the responses received to the main Issues and Options Consultation and the Youth Questionnaire. The Central Lancashire Local Plan Issues and options consultation ran from Monday the 18th November 2019 until Friday 14th February 2020.
- 1.2 The outcomes reports will be published on the Central Lancashire Local Plan website and we are also proposing to notify stakeholders that it has been published and is available to download online.

PREFERRED OPTIONS DEVELOPMENT

- 1.3 The Local Plan team have been progressing work on developing the Preferred Options plan. This work has focused on a limited number of areas initially whilst waiting to hear on the planning white paper, however it has been agreed at the JAC on 10th November, that the team should progress with developing the plan in line with existing planning guidance. This is based on the time considered

necessary for any changes to come through parliament to enact changes to the planning system. Both Members and Officers agreed that there is a need to progress work to ensure we can work towards delivering and up to date NPPF compliant Local Plan and secure a five year housing land supply across all 3 councils.

- 1.4 Draft policies and an updated Vision and Objectives are currently being worked on and it is intended to bring draft policies to the Working Group in the Spring.

SITE ASSESSMENT WORK

- 1.5 Work on Site Assessment has progressed and all 3 councils have or are nearly at, completion of their initial review of the additional sites received as part of call for sites 3, and any additional sites which came back in to consideration following the update to the SHELAA methodology which took account of comments received through the Issues and Option consultation.
- 1.6 The Central Team are now starting to undertake a more detailed assessment of these sites, looking at their suitability for potential allocation in the Local Plan, with a view to visiting sites with potential for allocation in the Spring. This work will take account of the findings of the recently completed Strategic Flood Risk Assessment.
- 1.7 The comments received on sites through the consultation process will also be used to assist in the assessment of sites. Information has been received on a number of the site suggestions from local communities close to the development, as well as statutory consultees and land promoters.
- 1.8 Once the potential sites have been assessed, the Central Team will review the land requirements for Housing and Employment needs and assess whether there is sufficient land identified to meet this need. Should insufficient land be available, we will need to revisit the approach set out in the SHELAA to consider other land options.

2. EVIDENCE DOCUMENTS

STRATEGIC FLOOD RISK ASSESSMENT (SFRA)

- 2.1 A draft SFRA was presented to members at the last meeting. This has now progressed and been reviewed in detail by officers from the 3 Councils and a final report is expected towards the end of January.

HOUSING STUDY

- 2.2 An update to the Housing Study, prepared by Consultants Icen, was expected to be undertaken in 2020 to reflect the economic growth aspirations of the region leading on from work being undertaken to support the Greater Lancashire Plan. However, delays were incurred in commissioning that way

due to Covid, and that, coupled with the consultation the Planning White Paper and updates to the Standard Method, have meant it is considered pertinent to hold off updating this work which would otherwise be abortive effort at this time.

- 2.3 The update to this work will now be planned towards the end of 2021 to allow for the findings on the economic work, and outcomes from the recent consultation to be known, particularly those which affect the proposed changes to the standard method.

HOUSING NEEDS STUDY

- 2.4 Preston and Chorley Councils are partnering to commission a Housing Needs Study, South Ribble having undertaken a similar study in 2020. This study will look in more detail at housing needs of specific areas of Chorley and Preston and of the type of housing that is required. Work is expected to be commissioned in spring 2021.

CENTRAL LANCASHIRE TRANSPORT MASTERPLAN

- 2.5 LCC have completed the baseline work and ready to move forward with testing options once these are ready. This work will commence following the completion of the SHELAA assessments and identification of sites to be taken forward. This work will identify any issues arising from the options presented and infrastructure needs which could be associated with their allocation.

CLIMATE CHANGE

- 2.6 Work has progressed with County and they are currently procuring work to undertake a carbon assessment of Lancashire. which will provide evidence on achieving the goal of being net carbon zero. This work will look at a range of options to delivering net zero and identify those likely to be most effective in achieving this goal.
- 2.7 Work at a local level is continuing alongside this research and we will look to undertake further research as necessary to help inform how the Local Plan can effectively address the issue of climate change. Money has been allocated to undertaking further work, and this will follow on from the work undertaken at the County level. The carbon assessment work being undertaken is extremely costly and it is not considered an effective use of funds to undertake this work independently. Any local research will need to take account of what actions are agreed Lancashire wide to ensure that we can tie into that work and deliver a consistent approach to managing the effects of climate change across the region, not just within Central Lancashire. The actions taken elsewhere will have a direct impact on the situation in Central Lancashire, therefore it is important to work with the other Lancashire authorities and relevant agencies.

LOCAL PLAN VIABILITY

2.8 As stated previously, we propose to appoint consultants to undertake work on assessing viability of the Local Plan. Consultants will be appointed to undertake work on plan viability and Community Infrastructure Levy review. This will be a jointly commissioned piece of work and run concurrently with the Local Plan Timetable. Procurement of this work will commence following completion of the initial assessment of sites by the home teams.

3. LOCAL DEVELOPMENT SCHEME

3.1 We are still progressing with the existing Local Development Scheme as approved in January 2020. However, given the next round of consultation is timetabled for June 2021, it is unlikely that a draft plan will be available by that time and we will need to delay this stage. This is down to a couple of issues, but mainly the need to account for the work being undertaken at the County level and, more importantly, to ensure that the Local Plan is able to assess any implications on housing need as a result of changes to the standard methodology. To ensure the Preferred Options document identifies sufficient land, we will need to know what the change to the methodology will be and seek agreement across the three Councils as to how we distribute that need before we are able to consult on this document.

3.2 As this information is not yet available, it is considered necessary to delay consultation to ensure that this stage of plan making is able to address this issue, once this is known, the timetable will be updated accordingly. The key milestones for the Local Plan in the current LDS are set out below for information. The deadline for delivering Local Plans by 2023 is still in place, and as such we will do what we can to seek delivery by that time.

3.3 We are currently reviewing this timetable and looking at home we can progress the timetable to still meet the 2023 deadline. An update on this will be prepared for future meetings.

Key Stage	Timescale
Stage one Issues and Options Consultation	November 2019 to February 2020
Stage two Preferred Options Consultation	June 2021 to August 2021
Stage three Publication Draft	October 2022 to December 2022
Stage four Submission	March 2023
Adoption	December 2023

4. DUTY TO COOPERATE DISCUSSIONS

4.1 To ensure that we meet our duty to cooperate requirements we are continuing to engage with relevant bodies on the development of the Local Plan. LCC

continue to be a key partner and discussions with them on a number of issues will continue throughout plan preparation. We have also had received requests for DtC agreements with neighbouring areas to discuss housing numbers, we will continue to engage with these authorities as necessary to ensure we meet this requirement.

Contact for Further Information:

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Central Lancashire Local Plan Team

SH6

Proposed Residential Development

Chain House Lane, Whitestake

DR/18355/TN03 - 07 October 2019

1. This Technical Note has been prepared in response to issues raised by third parties in connection with the appeal to be held in relation to the development of land south of Chain House Lane in Whitestake. This Note supplements the Transport Assessment that was prepared and submitted with the planning application, and which received the support of Lancashire County Council as Highway Authority.
2. The issues raised by third parties include the following transport matters that addressed in this Note:
 - Proximity to shops, services and places of employment
 - Traffic accident records
 - Impact of new footway on existing trees
 - Date of traffic survey

Proximity to Shops, Services and Places of Employment

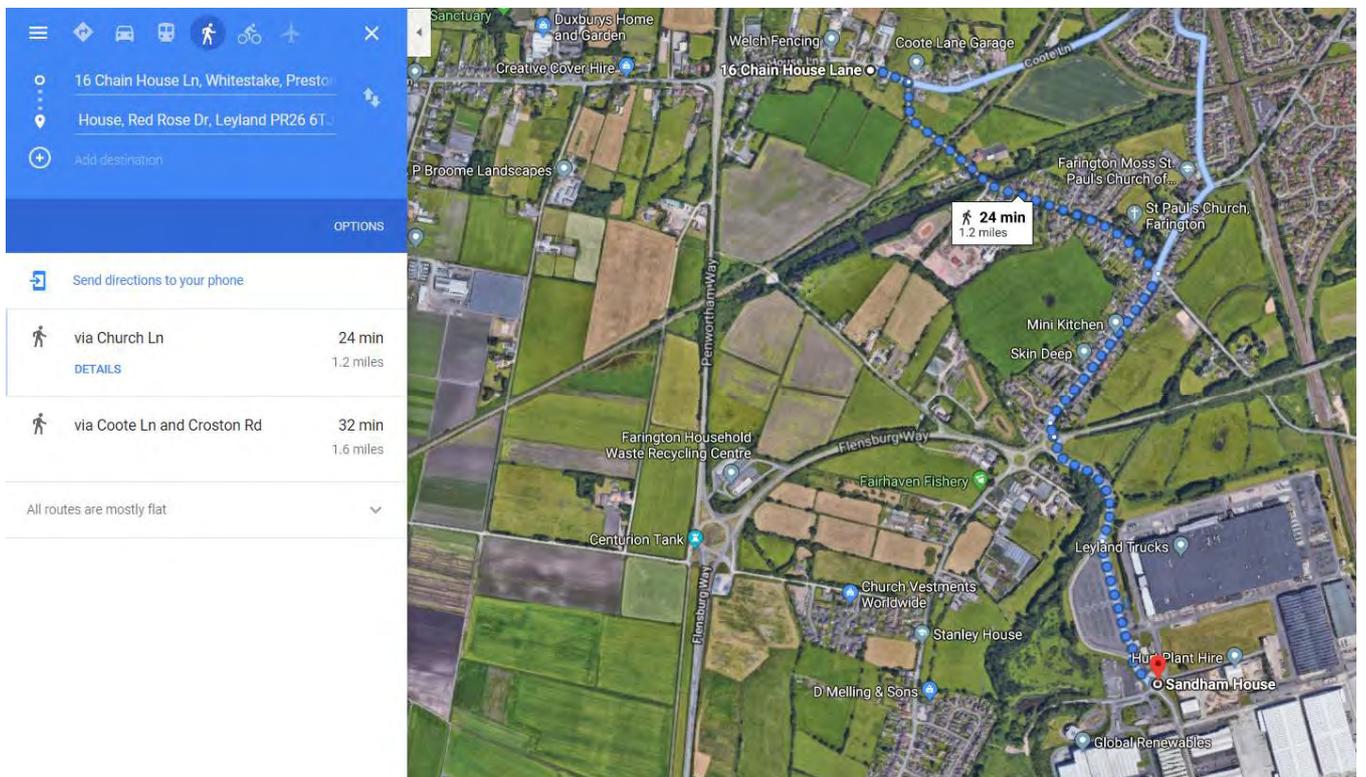
3. The Transport Assessment contains a standard accessibility assessment based upon Government and other industry guidelines which identify that a walking distance of up to 2km, a cycling distance of up to 5km and a bus journey time of up to 60 minutes, including the walking distance to the bus stop, offer the best opportunities to replace car journeys. The distance is measured from the centre of the site.
4. Industry standard TRACC software has been used to model these journeys and identify shops, services and places of employment along the routes available. The shops, services and places of employment data is updated annually and is provided as part of the TRACC software. The journeys are measured along the actual routes taken, and are not crow fly distances; hence the journey distances are accurate. Figures 5.1, 5.3 and 5.5 in the Transport Assessment show the results of the TRACC assessments.
5. In this instance, most services are located in Lostock Hall and there is a direct route from the site access to Lostock Hall, along Coote Lane.

6. To verify the TRACC assessment, we have provided an extract from Google Maps, below, to confirm the distance from the site access to the junction of Cote Lane with Leyland Road in the centre of Lostock Hall, is 1.6km (0.8 miles). This reconfirms that the site is within the recommended 2km (1.24 miles) walking distance of the main shops and services:



© Google maps

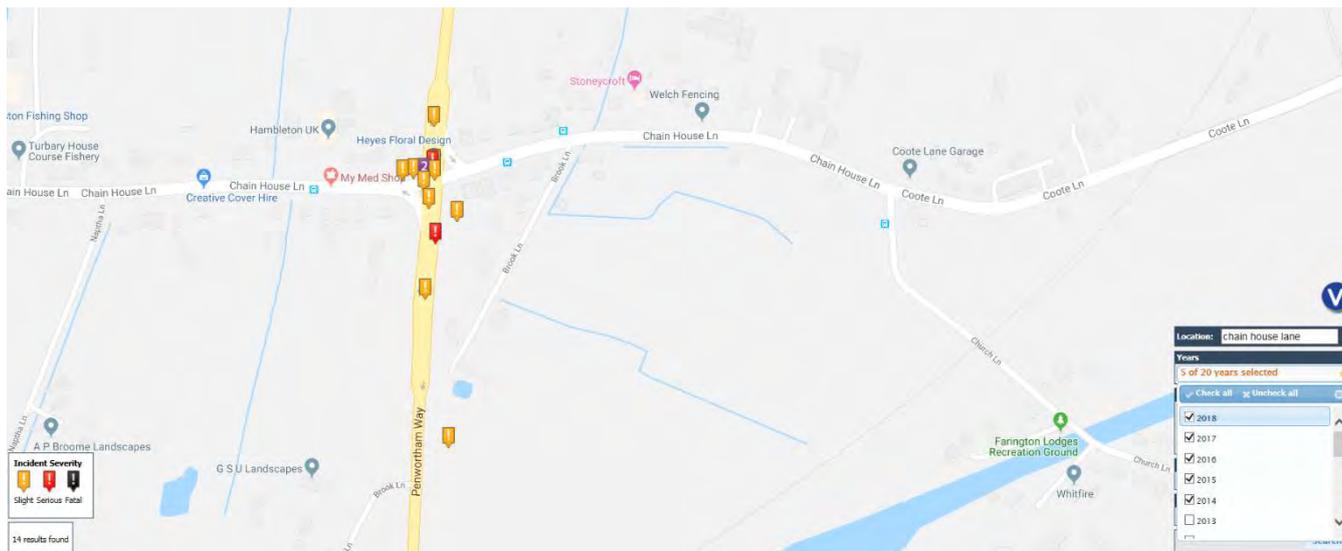
7. Similarly, the extract below shows that the walking distance to the roundabout in the centre of Lancashire Business Park is 2km (1.2 miles):



8. It is also helpful to note that the Google extracts confirm that the walking routes are 'mostly flat'.
9. It should be noted that the accessibility assessment is provided to show the options that people have to travel using the most sustainable modes, and the Travel Plan will provide encouragement for residents to use these modes of travel, however, the traffic assessment for the development robustly assumes that the current level of car use in this region will continue on this site and no reductions in car use have been used, despite the Travel Plan that will be implemented to encourage walking, cycling, public transport and car sharing opportunities.

Traffic Accident Records

10. Traffic accident records are available for every incident where another person is injured in a motoring incident. It is these injury accident records that are used to assess highway safety. There is no consistency in reporting non-injury accidents, or damage only accidents, and hence there is no accurate measure or comparison that can be made between different highway locations for non-injury accidents.
11. In looking at the likelihood of accidents in the future it is a reasonable measure to look at the recent history of a location and note any changes that have occurred to see if the accident potential is likely to change; for example a reduction in speed limits, new road markings, improved street lighting, etc.
12. If there have been no changes in recent times, technical guidance for Transport Assessments recommends looking at the last 3-5 years to look for any trends in the cause of accidents that may need to be addressed.
13. In the case of Chain House Lane, the accident records for the most recent 5 years show that there have been no injury accidents on Chain House Lane in the last 5 years, except at the junction with Penwortham Way. The extract from the accident record map is below:



14. Accidents at traffic signal junctions are unfortunately common, mainly due to shunt accidents where the vehicle in front stops and the vehicle behind doesn't. If there are other regular causes of accidents then it is the Highway Authority's duty to investigate and identify solutions.
15. There is no concern expressed by the Highway Authority at the Chain House Lane/Penwortham Way junction, and there is no expectation that the development related traffic will change the existing situation.
16. One resident claims that there have been fatalities in accidents at the Chain House Lane/Penwortham Way junction but we have interrogated the accident records for the last 20 years and no fatalities have occurred in that time period.
17. We have seen reference to an accident in 2019 on Chain House Lane in the submissions of the third parties but these are not included on the mapping system and cannot be verified. However, the accident that was reported by the resident was a single vehicle that we are told was 'speeding'. This would not be an issue for a developer to address as being likely to be repeated by a resident on the site and, moreover, the proposals seek to reduce the speed limit from the current 40mph to 30mph, which can only improve highway safety.

[Impact of New Footways on Existing Trees](#)

18. It should be noted that as part of the original planning application, and the discussions held with the Planning and Highway Authorities, a modern standard 2.0m footway was requested on the site frontage. This was shown on the drawings submitted with the application.

19. Since that time, a request was made to seek to retain the trees; one to the west of the site access and one on the corner of Chain House Lane with Church Lane. The footway proposals have since been modified to retain these trees whilst also improving the footway provision.

Date of Traffic Survey

20. Advice on undertaking traffic surveys is contained within Department for Transport guidance and advice notes. For example, the advice is to undertake surveys in a neutral month of April, May, June, September or October, avoid school holidays (except for surveying tourist attractions), check for roadworks or accidents that may influence normal traffic conditions.
21. In the case of the survey on Chain House Lane, the survey was undertaken by a specialist survey company in October 2018 when the schools were open. The survey recorded both the volume of traffic and the speed of every vehicle for a 24 hours period. The survey was undertaken on Thursday 18th October and all schools were open on that day in all of the surrounding areas.
22. There is an acceptance in traffic flow analysis that the traffic flow can vary by up to 10% from day to day and that this is not a significant issue. The Government policy on highway capacity is not to over-design solutions, which can lead to attracting additional traffic journeys as opposed to encouraging the use of more sustainable transport modes.

Summary

23. Overall, there is nothing contained with the objections by third parties in relation to highway matters that would change the conclusion of our Transport Assessment or the recommendations of Lancashire County Council as Highway Authority, and there remain no highway, traffic or transport grounds to resist the proposed development.

SH8

TECHNICAL NOTE (Ref 30359/TN/SRG)

Proposed Residential Development Chain House Lane, Whitestake

Introduction

This Technical Note has been prepared in response to issues raised by third parties in relation to the development of land to the South of Chain House Lane, Whitestake. A Flood Risk Assessment and Drainage Strategy was prepared and submitted in support of the original application. No objections were raised by the statutory consultees to the conclusions of the FRA and Drainage Strategy.

Issues Raised

- Raising of levels will increase flooding elsewhere from Mill Brook
- Lack of maintenance of on-site attenuation would lead to increased flood risk

Response to Issues Raised

- The site is located in Flood Zone 1 as detailed on the Environment Agency Flood Map for planning relating to river and sea flooding.
- There is a moderate risk of flooding from surface water to a portion of the site, generally along the existing watercourse corridor. Levels along the existing watercourse will be retained in a green corridor.
- At the present time, flows from the site are discharged at unrestricted rates to the existing watercourse.
- The existing flows have been calculated as 20.8l/s for Qbar (Mean Annual Rate); 18.1l/s; 35.2l/s and 43.2l/s for the 1, 30 and 100-year return period events. Attenuation provided within the development will restrict flows to the present Qbar rate of 20.8l/s for all rainfall events up to and including the 100-year return period with a

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30% allowance for future climate change. In the critical events that are more likely to cause flooding, the development will therefore reduce the peak rate of discharge to the watercourse.

- Where levels are raised against existing property, land drains can be provided to prevent run-off from the site to adjacent land.
- Ground levels have been raised across the site to ensure a gravity connection may be made to the watercourse; the alternative for surface water drainage would be a pumping station that is not an option currently being progressed but remains as a viable alternative if necessary. The levels have been raised by the minimum distance to provide sufficient cover over the proposed sewers.
- Sewers on the site would be maintained by United Utilities under an adoption agreement; private attenuation facilities would be maintained via a management company.

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SH8



Appeal Decision

Inquiry Opened on 6 February 2018

Site visit made on 13 February 2018

by Keith Manning BSc (Hons) BTP MRTPI

an Inspector appointed by the Secretary of State

Decision date: 03 April 2018

Appeal Ref: APP/N2345/W/17/3179177

Keyfold Farm, 430 Garstang Road, Broughton, Preston,

Lancashire PR3 5JB

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
 - The appeal is made by Wainhomes (North West) Ltd against the decision of Preston City Council.
 - The application Ref 06/2017/0097, dated 27 January 2017, was refused by notice dated 20 June 2017.
 - The development proposed is residential development for up to 130 houses.
-

Decision

1. The appeal is allowed and planning permission is granted for residential development for up to 130 houses at Keyfold Farm, 430 Garstang Road, Broughton, Preston, Lancashire PR3 5JB in accordance with the terms of the application, Ref 06/2017/0097, dated 27 January 2017, subject to the conditions set out in the Annex hereto.

Application for costs

2. At the Inquiry an application for costs was made by Wainhomes (North West) Ltd against Preston City Council. This application is the subject of a separate Decision.

Procedural and Preliminary Matters

3. The inquiry was in respect of two appeals, conjoined for a single inquiry. For convenience they are respectively referred to, following my pre-inquiry note of 20 December 2017, as **Appeal A** (site A/appellant A) and **Appeal B** (site B/appellant B).
4. Both applications subject to appeal are for housing and are made in outline with all matters reserved except access, for which detailed approval is sought in each case.
5. The Inquiry sat between 6 and 9 February 2018, inclusive, and I conducted my formal visit to the appeal site on 13 February, combining this with my equivalent visit to the site of Appeal A.
6. **This decision is in respect of Appeal B.**

7. Appeal A is referenced APP/N2345/W/17/3179105 (LPA Ref 06/2016/0736). Site A is Land off Sandy Gate Lane, Broughton, Preston, Lancashire PR3 5LA and the proposal in that case is for up to 97 dwellings. Appellant A is Hollins Strategic Land LLP.
8. Each appeal is determined on its individual merits but, as there is much commonality between them in respect of policy context and other considerations, much of the evidence I was presented with and much of my reasoning, notably in respect of the first four of the main issues I have identified below (which are identical as between the two sites) is identical in each case. Matters specific to the site at issue in this appeal are of course reasoned specifically in this decision as necessary. Cross reference to the other appeal, as necessary, is to Appeal A, and joint reference, as necessary, is to both Appeals A and B.
9. Inquiry Documents (ID) may refer to, or be relevant to, one or both proposals, as the case may be; and the same principle applies to the Core Documents (CD) listed.
10. Pursuant to my pre-inquiry note, the appellants A and B combined to agree **with the Council a 'Tripartite' Statement of Common Ground (TSoCG)**.
11. In addition, a Statement of Common Ground specific to this appeal has been agreed between Appellant B and the Council. I refer to this as SoCG (B).
12. The Broughton in Amounderness Parish Council (**'the Parish Council'**) **participated in the inquiry as a 'Rule 6 party' and I was told that it broadly** represents the views of a sizeable proportion of Broughton village residents. Having read the letters submitted, both at application and appeal stage, I have no reason to doubt that; and on a personal note wish to record my appreciation of the courteous and considered manner in which it put its case.
13. Following the lunchtime adjournment on Day 2 of the Inquiry, as a consequence of answers given in respect of the housing land supply by its first witness, under cross-examination by the advocate for Appellant B¹, the Council informed me that it would no longer be pursuing its sole reason for refusal of both applications, as it was not in a position to defend it. Consequently, the evidence of its second witness, Mr Clapworthy, was formally withdrawn and the Council took no further part in the inquiry so far as matters of substance relevant to the case were concerned.
14. A further consequence is that the evidence of Mr Pycroft², on behalf of both appellants, and that of Mr Harris on behalf of this appellant, is effectively uncontested by the Council.
15. The appeal is supported by a planning obligation in the form of a unilateral undertaking to the Council and the Lancashire County Council dated 9 February 2018. In brief detail this provides for financial contributions to primary education in the locality prior to specified thresholds of housing occupation, a travel plan contribution, the provision of 35% affordable housing tied to specified thresholds of occupation of the open market dwellings, so as to

¹ Mr Ponter, advocate for Appellant A, adopted in full Mr Fraser's cross-examination undertaken on behalf of this appellant (B)

² Concerning housing land supply

ensure full delivery of the affordable dwellings, and a scheme for the provision and subsequent management of public open space within the site.

Main Issues

16. On the basis of my understanding of the substance and circumstances of the appeal, and agreement with the parties on opening the inquiry, I consider the main issues in this appeal to be identical to those in Appeal A, namely: -
- Does the Council have an adequate supply of housing land?
 - Are the proposed developments adequately accessible to employment opportunities and services?
 - To what extent would the proposed developments conflict with and harmfully undermine the strategic land use planning aims of the Council?
 - To what extent would the proposed developments conflict with the aims of the emerging Neighbourhood Plan and what weight should be given to any conflict with those aims?
 - Would the proposed development in this case give rise to any specific environmental or other harm and what weight should be accorded to such harm?

Reasons

Background: The site in its surroundings

17. The appeal site is described in the SoCG (B) but essentially comprises a farmhouse with outbuildings and agricultural land with hedgerows and trees, currently down to pasture, between the south eastern margin of Broughton, as defined by **King George's Field and the Marriot Hotel complex in wooded grounds to the south**. The site fronts the A6 Garstang Road but stands clear of the recently constructed by-pass to the east. It also stands clear of the curtilage of the Grade II listed Bank Hall Farmhouse set back from Garstang Road to the west. A war memorial comprised of two elements on either side of the road is located at the south western corner of the site, albeit separated from the latter by a linear copse.
18. The wooded grounds of the Marriot Hotel are subject to a Tree Preservation Order (TPO) and Area 1 of this extends northwards along the Garstang Road for a short distance beyond the war memorial to include the linear copse. The TPO protects a small number of individual trees a little further to the north, a group of trees by the driveway to the farmhouse and a further small area of **trees along the Garstang Road frontage as far as the Grade II listed 'Pinfold'** (a small stone enclosure historically used for impounding stray livestock) which lies adjacent to the north western extremity of the appeal site. A number of the trees in the latter area of protection would have to be felled in order to facilitate the proposed vehicular access, which is towards the northern end of the Garstang Road frontage.
19. South of the site and beyond the grounds of the Marriot Hotel, and those of the North West Ambulance Service NHS Trust on the opposite side of Garstang Road, the land falls away into the valley of the Woodplumpton Brook and is for

the most part agricultural in nature, including the Glebe Field, but there are buildings and other development associated with the church and there is some further development **along D'Urton Lane** in the vicinity of the M55 which is constructed to follow the higher ground on the south side of the valley. Garstang Road, across the site frontage, is part of the Preston Guild Wheel **cycleway ('the Guild Wheel')** which continues eastwards along D'Urton Lane and westwards past, amongst other things, the Appeal site A.

20. The village of Broughton is centred on the crossroads formed by the A6 Garstang Road and the B5269 Woodplumpton Lane/Whittingham Lane. The recently constructed by-pass which runs east of the village from the vicinity of the M55 Junction 1, to a point on the A6 south of Barton via a roundabout junction with Whittingham Lane, has clearly had a significant effect and a programme of consequential highway improvements facilitated by the removal of much through traffic is under way. A significant section of the by-passed A6 through the village is now subject to a 20 mph speed limit.
21. Historically, the village has witnessed ribbon development along Whittingham Lane in particular with some mid-twentieth century estate development in depth at Pinewood Avenue/Willowtree Avenue, but considerably more of the latter type of development west of the A6 north of Woodplumpton Lane and west of Newsham Hall Lane as far as the railway.
22. Other than those previously mentioned, services and facilities in and around the village currently include various local shops, some of a specialist nature, two filling stations, a public house, a police station, a restaurant, a dental surgery, Broughton College (the high school) and the Broughton-in-Amounderness Church of England Primary School. The Nos. 40 and 41 bus services (Lancaster - Preston) utilise the A6 Garstang Road and the No 4 bus service (Longridge - Preston) utilises the B5269 through the village.

Background: The policy framework

23. For the purposes of considering the main issues in both this case and that of Appeal A, the essential local and national policy framework is identical and is, for the most part, detailed in the TSoCG.
24. The National Planning Policy Framework, published in March 2012, is a powerful material consideration; but the starting point for determination of the appeals is of course the development plan. For present purposes³ the relevant components of the development plan are the jointly prepared⁴ **Central Lancashire Core Strategy ('the Core Strategy')**, adopted in July 2012 to cover the period 2010 – 2026, and the Preston Local Plan 2012 – 2026 **Site Allocations and Development Management Policies ('the Local Plan')**, adopted in July 2015.
25. Amongst other things, Policy MP of the Core Strategy effectively replicates, so far as decision-taking is concerned, paragraph 14 of the Framework. The **"presumption in favour of sustainable development"**, as defined therein, including the so-called **"tilted balance"** (as it is now generally understood)

³ It is common ground (TSoCG paragraphs 2.15 and 2.16) that, whilst the Preston City Centre Plan, the saved policies of the Preston Local Plan (2004), the Joint Lancashire Minerals and Waste Local Plan and the Inner East Preston Neighbourhood Plan are also parts of the development plan, the parts relevant to the Appeals A and B are the Central Lancashire Core Strategy and the Preston Local Plan 2012 to 2026.

⁴ By Preston City Council, Chorley Borough Council and South Ribble Borough Council.

embodied in its second limb, is thereby enshrined in the development plan itself. This point was forcefully submitted by the advocate for Appellant B in closing⁵ who argued amongst other things that, in the absence of a five year housing land supply, the determination process defaults, by virtue of the development plan itself, entirely to the provisions of the Framework, rendering Policy 1 of the Core Strategy, for example, effectively irrelevant.

26. Whilst the logic of the point had been accepted by the relevant witness for the Council, that is not in fact the end of the matter, bearing in mind the need for me to consider the development plan as a whole. Although I was not referred to this by the parties, I note in doing so that the more recently adopted Local Plan carries a similar "model policy", namely Policy V1. This applies only within the administrative area of Preston City Council and differs subtly from Policy MP of the Core Strategy in a number of ways. First, it clarifies beyond doubt that the reference in the third paragraph to absent or out-of-date policies is a reference to policies in the statutory development plan. Secondly and more significantly, in the words of paragraph 2.1 of the explanatory text, under the sub-title "Vision for Preston" (which concerns the 'presumption in favour of sustainable development' being seen as a 'Golden Thread' running through plan making and decision-taking), it seeks to... "ensure this presumption in favour of sustainable development at Preston district level."

27. The third and final paragraph of Policy V1 is as follows: -

"where there are no statutory development plan policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole and those contained in the Core Strategy; or*
- b) specific policies in the Framework and Core Strategy indicate that development should be restricted."*

(The emphases are mine.)

28. Very arguably this policy has the potential to diminish, if not entirely negate, the force of Mr Fraser's submission, when the logic embodied therein is applied. However, I am conscious that, unlike the second limb of paragraph 14 of the Framework, the policy carries no exemplification, equivalent to Footnote 9 of the Framework, of the sort of specific policies (in both the Framework and the Core Strategy) which indicate development should be restricted. Moreover, although the effect of footnote 10 to the Framework⁶ is embodied in the text of the policy, it also differs from the Framework insofar as the second limb to its paragraph 14 states that the presumption in favour of sustainable development means (in the circumstances specified) "granting permission unless..." (the specified policy 'test' is met), whilst the Policy V1 equivalent simply requires that the specified matters are "taken into account". There are therefore small but potentially significant inconsistencies with the Framework paragraph 14 which Policy V1 purports to emulate locally. Notwithstanding the advice of

⁵ ID22 paragraph 13

⁶ "Unless material considerations indicate otherwise."

paragraph 15 of the Framework, and bearing in mind also the requirement in that for clarity, I therefore consider the advice on implementation in paragraph 215 of the Framework applies and the weight to be accorded to Policy V1 is to be reduced accordingly, whereas Policy MP of the Core Strategy is effectively on all fours with the Framework.

29. That said, **I am not persuaded, all things considered, that Mr Fraser's** submissions lead anywhere beyond a need for the above analysis of development plan policy, bearing in mind that, whilst the effect of paragraph 49 of the Framework concerning housing land is clear in its effect, the Framework is also emphatic as to the importance of the system being plan-led and it is well established law⁷ that engagement of the presumption in favour of sustainable development does not render policies in the development plan irrelevant, but rather affects the weight which the decision maker should consider according to them. Indeed, if Policy MP is intended to have the effect claimed by Mr Fraser it would itself be wholly inconsistent with the Framework to the extent that the latter supports the plan-led system.
30. The correct approach in circumstances where paragraph 14 of the Framework is potentially engaged, as here, is not therefore to entirely disregard the policies of the development plan, as Mr Fraser advocates, but rather, in the exercise of planning judgement, to consider the weight to be accorded to potentially determinative policies, alongside other material considerations, within the balance set by paragraph 14. That is the approach I therefore follow in the determination of both appeals A and B.
31. Policy 1 of the Core Strategy sets out its intention to concentrate growth and investment according to a hierarchy of established settlements and strategic sites. As a "smaller village", Broughton is a settlement at the bottom of that hierarchy, in category (f), which is referred to in the following terms: ***"In other places – smaller villages, substantially built-up frontages and Major Developed Sites – development will typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes."***
32. The proposals at issue meet none of those criteria of scale and clearly do not represent redevelopment. It is common ground that the appeals A and B would both conflict with Policy 1(f).⁸
33. It is also common ground⁹ that both would conflict with Policy EN1 of the Local Plan. In the ***"Open Countryside as shown on the Policies Map"***,¹⁰ this limits development to specified categories which large housing estates, such as those proposed in this instance, plainly do not fall within. Although the notation in the key to the Policies Map (presumably for clarity) indicates the Areas of Separation subject to Local Plan Policy EN4 (one of which includes both sites) to be a separate category, paragraph 8.11 of the policy explanation is abundantly clear that Policy EN1 for the protection of the Open Countryside applies within the Areas of Separation in any event. Moreover, it is clear that both appeal sites are effectively outside the Rural Settlement Boundaries indicated on the Policies Map for the purposes of Policy AD1(b) of the Local Plan

⁷ CD22 *Suffolk Coastal District v Hopkins Homes & Richmond Estates Partnership LLP v Cheshire East Borough Council* [2017] UKSC 37

⁸ TSoCG paragraph 2.23

⁹ *Ibid.* paragraph 2.24

¹⁰ i.e. Policies Map for the Preston Local Plan 2012 – 2016

- and hence within the Open Countryside for development plan policy purposes, as acknowledged in the TSoCG.¹¹
34. The TSoCG is, however, silent on the matter of potential conflict with Local Plan Policy EN4 concerning Areas of Separation, as this is neither acknowledged by the appellants nor alleged by the Council. Conflict with EN4 is, however, alleged by the Parish Council and individual local residents. This Local Plan policy originates from Policy 19 of the Core Strategy which, amongst other things, states that an Area of Separation will be designated “around” Broughton.
35. In addition to the above policies relevant to the main issues for both appeals A and B, I shall refer only as necessary to other specific policies in the development plan relevant to one or both appeals as the case may be.
36. The Broughton-in-Amounderness Neighbourhood Development Plan (‘the Neighbourhood Plan’) is in the course of preparation. It is proposed that the plan should cover the period 2016 – 2026. Its first iteration¹² has been independently examined. However, as a consequence of that examination it has effectively been prevented from moving forward to the stage at which it would be ‘made’ and consultation on an amended plan under Regulation 14¹³ has been initiated by the Parish Council. The examiner’s report on the first iteration of the plan was received by the Parish Council on 9 September 2017.¹⁴ The examiner “requested that the Plan should be amended and be subject to a further formal consultation, then be submitted for a further independent examination”.¹⁵ The Parish Council published the amended plan in October 2017¹⁶ but it appears that the new Regulation 14 consultation has been procedurally challenged and has been repeated for safety, with consequent delay to the Regulation 16 consultation and subsequent examination.
37. It is common ground between the Council and both appellants A and B that, as at the end of January 2018, following the advice of paragraph 216 of the Framework, the emerging Neighbourhood Plan should attract “no more than limited weight” in the determination of the appeals. The Parish Council acknowledges the facts of the matter in the context of relevant procedure and guidance, but emphasises that the circumstances are unusual.

Housing land supply

38. Given the Council’s concession that it could not correctly demonstrate a five year supply of deliverable housing sites and consequent effective withdrawal from the contest of the appeals, the first main issue can be addressed in relatively short order. The evidence of Mr Pycroft on behalf of both appellants A and B stands effectively uncontested and there was in any event no significant dispute over the figures to be used in the calculation so far as the individual components of supply were concerned, but rather the way those component figures were to be deployed. The relevant calculation equates to the period addressed by the Council’s latest Housing Land Position Statement¹⁷, i.e.

¹¹ TSoCG paragraph 2.24

¹² CD15

¹³ Regulation 14 of the Neighbourhood Planning (General) Regulations 2012 (as amended)

¹⁴ CD16

¹⁵ Foreword to October 2017 Neighbourhood Plan CD17

¹⁶ CD17

¹⁷ CD10

the five-year period 1st October 2017 to 30th September 2022. The relevant figures are clearly set out in Mr Pycroft's evidence at Table 3.2.

39. It is necessary, however, to consider certain elements of the calculation in principle in order to assess the magnitude of the acknowledged shortfall.
40. **First of all, the 'Memorandum of Understanding' between the three Councils** party to the Core Strategy (which has not to my knowledge been reviewed pursuant to its paragraph 7.1 and which was signed by Preston as recently as 3rd October 2017) confirms that, pending the adoption of a replacement local plan, the housing requirements of the Core Strategy are to be applied.
41. Amongst other things, this document recognises at paragraph 5.10 that meeting the housing requirement figures in the current Core Strategy ensures that the Objectively Assessed Need (as in the latest SHMA) is met in full across the Housing Market Area and that apportionment (between **the Councils'** respective areas) on the basis of the Core Strategy requirements will help to address net out-migration from Preston to other parts of the Housing Market Area.
42. The Memorandum also acknowledges that the Core Strategy has been examined and found to be sound in the context of the Framework. Bearing that in mind, the statutory Duty to Co-operate¹⁸, and also the object of national policy to boost significantly the supply of housing¹⁹, I have no reason to question, on the evidence before me as it now stands, the underlying essential merits of what is effectively a joint declaration of intent as to how the Councils will for the time being distribute new housing between and across their respective and combined areas. I am also conscious that the ongoing housing requirements set out in Policy 4 are conceived of as minima.
43. It has been accepted by the Council that the base date of 2014 for assessing housing completions, used for the purposes of the current Strategic Housing Market Assessment (SHMA), is incorrect for the purposes of calculating the five-year supply of deliverable sites. Given that the accepted basis for the housing land requirement is the development plan, in this case the Core Strategy, as indicated in the Memorandum of Understanding, the correct base date going forward is 2010 as the Core Strategy covers the 16 year period 2010 – 2026.
44. The relevant Core Strategy policy for the purpose of calculating housing requirements, Policy 4, embodies the principle of addressing the backlog of under-provision since 2003, in addition to the annual requirement from 2010, over the plan period to 2026. In Preston this has led to a significant accumulated backlog a little in excess of 1600 dwellings.²⁰
45. Moreover, the evidence before me is persuasive that, effective though the **Council's direct efforts to address ongoing vacancy in the older housing stock** may be, the net effect of this on the overall supply of housing is effectively neutral and should therefore be discounted, as should the provision of student accommodation which, for a variety of reasons, appears not to have released existing stock for significant inclusion in the supply and in any event the data is patchy and not sufficiently reliable.

¹⁸ Pursuant to s110 of the Localism Act 2011

¹⁹ Framework paragraph 47

²⁰ Evidence of Mr Pycroft paragraph 11.1

46. Although not labelling it as such, the Planning Practice Guidance effectively advocates the use of the so-called **"Sedgefield"** approach to promptly deal with past under-supply or else rely on neighbouring authorities to assist under the Duty-to-Co-operate; but this would not be consistent with the spirit or intention of the Memorandum of Understanding to mitigate out-migration from Preston and the evidence before me²¹ is now entirely supportive of the Sedgefield approach.
47. The Framework at paragraph 47 advocates the addition of a small buffer of deliverable housing sites to the demonstrable five-year supply so as to ensure choice and competition in the market for land. However, where there has been a record of persistent under delivery of housing, a larger buffer should be added, so as to provide a realistic prospect of achieving the planned supply. The requirement in this circumstance is for an additional 20% on top of the calculated five-year requirement, as opposed to the 5% buffer to be deployed where this is not the case and the principal requirement is simply to facilitate choice and competition.
48. **The Framework does not define what is meant by "persistent under delivery"** and conclusions on this at appeal have inevitably varied according to evidence and submissions. I am constrained therefore to form my own conclusion on the basis of the evidence before me and the plain, ordinary meaning of the word **'persistent'**. This is given in the *Compact Oxford English Dictionary* to hand as **"continuing or recurring for a long time"**. (My emphasis)
49. The evidence demonstrates²² that, year on year from 2003, there has been a recurrent, albeit not continuous (again, my emphasis) under-delivery of housing, sometimes very significant in numerical terms, that has resulted in a net cumulative under-delivery of housing in Preston of around 1,600 houses. Taking into account the years of under-delivery set against the lesser number of years of over-delivery, but more particularly bearing in mind the net outcome and the object of paragraph 47 of the Framework, I am persuaded that **under-delivery has been 'persistent' and therefore counter to Framework intentions to boost significantly the supply of housing.** The ongoing problem of under-delivery has not yet been addressed sufficiently in Preston for there to be a realistic prospect of achieving the planned supply consistent with that fundamental intention of national policy.
50. Finally, the appellants call into question the delivery assumptions on a small number of larger sites and, whilst this is inevitably to some degree a matter of conjecture, it is informed by reasoning. Furthermore, as a consequence of the **Council's effective withdrawal from the substance of the proceedings, the evidence in that respect has not in the circumstances been tested or challenged through cross-examination of Mr Pycroft and I therefore have no evidential basis to question the overall thrust of the appellants' conclusions regarding those sites.**
51. Be that as it may, the adjustments arising would (given the above conclusions on how the principal components of the land supply should be addressed and on how the appropriate methodologies, policy and guidance should be deployed) be of marginal significance to the overall conclusion that the Council cannot currently demonstrate the requisite five-year supply of deliverable

²¹ As summarised in ID22 paragraphs 18-21

²² As summarised in ID22 paragraphs 22-24

housing sites. On a proper footing, in the context of the relevant national policy and guidance, the adopted development plan and the Memorandum of Understanding between the councils party to it, **the appellants' primary** contention that the supply of deliverable sites is seriously inadequate, when set against what is required as a consequence of that context, cannot be gainsaid.

52. **The worst case of only a little over 3 years' supply has been** demonstrated and very largely, in effect, accepted by the Council. Even allowing for some positive **variation from the appellants' conjectures about a limited number of sites in** the supply, this would not improve significantly, and in broad terms I am satisfied that the supply, properly calculated in the context of relevant applicable policy, lies between 3 and 3.5 years only. To put it another way, the current supply of deliverable housing sites is at best only 70% of what is required by national policy as articulated in the Framework and is very likely nearer 60%. On any assessment, in the context of applicable local and national policy, that represents a very substantial shortfall.
53. I acknowledge that to local residents aware of permissions recently being granted elsewhere and the nearby developments at Preston North West, this may seem counter-intuitive; but the reality is that the calculation can only be done at recognised points in time (as supply is inherently dynamic) according to accepted **conventions and guidance, and for the Council's administrative area** only, given the manner in which the development plan is cast and the Memorandum of Understanding formulated.
54. Other appeal decisions touching on the issue of land supply and other matters can be material and my attention was drawn to a number as listed in the core documents and referred to in evidence. It is clear on reading them that each relates to a particular set of circumstances prevalent at the time and relies on the detailed evidence before the individual Inspectors. Ultimately, I must rely on the circumstances and detailed evidence put to me in respect of these **appeals A and B and, given the Council's unequivocal concessions in respect of** housing land supply, it serves no useful purpose to give undue consideration to conclusions drawn elsewhere.
55. The recent decision at Pear Tree Lane in Chorley²³, decided on the basis of all the evidence and submissions heard by the Inspector at the relevant inquiry, ultimately proved to be of peripheral **materiality to the Council's accepted** position on this issue. Although within the same Core Strategy area it relates, moreover, to different circumstances in a different local planning authority, as is clear from its concluding paragraphs,²⁴ albeit the Memorandum of Understanding is clear in specifically agreeing that the adopted development plan is currently the proper basis for determining the housing requirement within the individual local planning authority areas.

Accessibility

56. As I have noted, in the light of its acceptance of the generality of the **appellants' joint case on housing land supply, the Council declined to pursue its reason for refusal which, following the officer's report, included the contention** that Broughton is a (rural) village with low accessibility to local employment areas, shops and services such that **"unplanned and inappropriate expansion"**

²³ CD28

²⁴ Ibid. paragraphs 63 -71

(with, clearly, in these cases, housing development) would “fail to achieve the social and environmental dimensions of sustainable development”. On that basis, the proposals, it has been claimed, would fail to focus development at an appropriate location, contrary to the development plan and the Framework.

57. The Parish Council emphasised, amongst other things, its concurrence with the analysis in the **officer reports and the substance of the Council’s decision**.²⁵ **Individual residents have supported the Council’s original stance, both explicitly and implicitly.** Accessibility therefore remains to be considered as a main issue notwithstanding the position latterly adopted by the Council at the inquiry.
58. I am conscious that Policy 1 of the Core Strategy plans for a development pattern that, for the whole of Central Lancashire, concentrates development according to a settlement hierarchy within which the Preston /South Ribble Urban Area occupies the top tier (a) and smaller settlements including Broughton are included in the lowest tier(f). I place little weight on the **appellants’ repeated emphasis that the lack of settlements within the intermediate tiers** is a significant factor in support of their appeals. The Core Strategy, which addresses the relevant housing market area, self-evidently transcends administrative boundaries so far as the settlement hierarchy itself is concerned. In planning terms the lack of intermediate tiers within Preston is not therefore, in my view, an important or influential factor.
59. Equally, I do not share the erstwhile apparent view of the Council that, because the spatial strategy embodied in the Core Strategy is driven by considerations of sustainability and considered to support and promote a sustainable pattern of development, departures from the articulated aspiration are to be presumed unsustainable. The strategy reflects a policy choice which is considered to optimise the settlement pattern in sustainability terms. Variations on the theme are not necessarily unsustainable in planning terms, not least in view of the definition of sustainable development set out in the Framework at paragraph 6.
60. It is very apparent that Broughton has expanded beyond its early nuclei in certain decades of the last century through the addition of ribbons and, more pertinently, estates of housing. This tendency has been largely but not exclusively concentrated around the east-west axis formed by the B5269 Woodplumpton Lane/Whittingham Lane. The facilities at the centre are readily accessible on foot from much of the village and those facilities would be similarly accessible to residents of the two developments proposed. That is a simple function of the geography of the settlement.
61. It remains to be seen whether the recent construction of the by-pass will prompt closure or expansion of established businesses or stimulate positive response to new opportunities arising from improved conditions on the principal **thoroughfare in particular. Mr Sedgwick’s conjecture** (on behalf of Appellant A) that an increased population would be beneficial for established and, potentially, new businesses in the village seems to me to be entirely reasonable given the accessibility of the appeal sites to the existing centre.
62. Certain facilities including the church, the hotel, the ambulance service headquarters, the primary school and to some extent the high school, would be more accessible to prospective residents of the proposed housing estates than many existing residents. This is because the linear form of the village would

²⁵ Evidence of Patricia Hastings paragraph 2.1

change to a squarer form with most of the latterly mentioned facilities being located on its southern margin.

63. Despite its adjacency to a railway, the settlement lacks a station but the cruciform thoroughfares are adequately and in some respects well served by buses connecting the settlement to distant Lancaster including its University, nearby Preston including the Royal Preston Hospital, Longridge, Garstang, Fulwood and various other settlements. The journey to the centre of Preston is timetabled at around half an hour. The timetables submitted demonstrate the manner in which the bus services operate.²⁶
64. The settlement does lack a supermarket at present but some convenience goods for top-up shopping are available at one of the two filling stations presently open in the village. For obvious reasons, it is an established and widespread practice for car owners to use their vehicles for a weekly shop in any event, even if they have a choice of transport modes or live relatively close to a supermarket.
65. Of particular note is the Preston Guild Wheel, a 21 mile cycling and walking route which encircles the city providing access not only to its more central area but also to a variety of leisure and employment destinations in the surrounding area. Broughton, including the proposed housing sites at issue, has direct access to the route.
66. All in all, I do not consider Broughton to be notably poorly served in terms of access to services and facilities or choice of transport modes. It is a core principle of the Framework, underpinning both plan-making and decision-taking, to ***“actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.”*** Policy 1 of the Core Strategy notwithstanding, I do not consider the proposed developments would offend that principle. If anything the reverse is true. They would be well located in those terms by comparison with housing sites associated with many freestanding settlements and the initial stance of the Council on this issue does not in my view withstand scrutiny.

Strategic land use planning aims

67. It is recognised by all parties that the proposed developments at issue would both conflict with Policy 1 of the Core Strategy. No other position would be tenable. They simply do not accord with the policy choice which has been made locally to concentrate development in accordance with a specified hierarchy. Oft repeated without good reason, developments such as those proposed would be insupportable in the context of a plan-led system. Individually, and more especially cumulatively, the pattern of development sought by the Core Strategy would be eroded, and the object of promoting it would be undermined.
68. However, the underlying rationale of the policy is the achievement, essentially, of a spatial pattern of development that is sustainable and the degree of harm to that aspiration is tempered to a significant degree in the case of these appeals by my conclusions on the previous issue regarding accessibility. The conflict with the policy itself is greater than the conflict with its originating

²⁶ ID18 & ID19

- intentions. That might well not be the case in a more remote and less accessible location or in a settlement lacking, for example, very necessary schooling facilities.
69. Moreover, the strategic land use planning aims of the Council, include, explicitly by virtue of Policy MP of the Core Strategy, the presumption in favour of sustainable development and the triggering of the so-called **"tilted balance"** by its inability to currently demonstrate a five-year supply of deliverable housing sites, following on from the circumstances anticipated by paragraph 49 of the Framework and the contextual priority to boost significantly the supply of housing as set out in paragraph 47 of that current expression of national policy. It thus follows that the weight to be accorded to the planning aim of delivering housing vis-à-vis the planning aim of accordance with a set hierarchy of settlements is increased commensurately.
70. To some extent the weight to be accorded to housing delivery in this context is counter-balanced by Policy V1 of the Local Plan, albeit for the reasons previously given I do not consider that to be particularly effective in that regard.
71. Nevertheless it is necessary to consider the potentially restrictive effect of Local Plan Policy EN4 concerning Areas of Separation, which also gives site-specific effect, within Preston, to Policy 19 of the Core Strategy.
72. There is no evidence to suggest that EN4 is a policy of restriction equivalent to, for example, Green Belt or comparably restrictive policies set out in Footnote 9 to the Framework. I am, however, conscious of the judicial approach in the Supreme Court in the case of *Hopkins Homes*²⁷. This is clear that a policy such as EN4 should not be regarded as a policy for the supply of housing rendered out-of-date by inadequate supply by reason of paragraph 49 of the Framework, and the same principle applies to Policy EN1 of the Local Plan, which all parties acknowledge to be offended by the proposals.
73. Although neither the appellants nor the Council consider policy EN4 to be offended by the proposals, that is not a position shared by the Parish Council and concerned residents from the locality including Mr Timothy Brown.²⁸ Whether or not there is conflict with this policy and, if so, the extent to which such conflict would harmfully undermine the strategic land use planning aims of the Council is central to my consideration of this main issue and the ultimate planning balance.
74. First, I am clear that, in essence, policy EN4 is driven by considerations of urban form rather than landscape protection, a point which the relevant witness (for Appellant A), in response to my question on the point, did not dispute.
75. Secondly, I set relatively little store by the submissions of Appellant B suggesting the fact that the emerging Neighbourhood Plan is contemplating housing in the same area of separation is of note.²⁹ The scale and location of the proposal is not comparable, albeit the suggestion does tend to underline the general principle that the Area of Separation, as currently defined on the Local Plan Policies Map, is not necessarily intended to be inviolate.

²⁷ CD22

²⁸ ID16 and representation dated 04/10/17 from TB Planning

²⁹ ID22 Paragraphs 44 & 48

76. That much is in any event apparent from the careful **analysis in the officer's** reports on both applications subject to appeal, which clearly underpin the **Council's view that neither proposal is contrary to the thrust of Core Strategy** Policy 19 or Local Plan Policy EN4. The lack of conflict with the development plan in that respect concluded by the Council was reflected in the omission of reference to those policies in its decision notices. Whilst I set some store by the careful analysis undertaken, I do not entirely agree, however, with the overall conclusion.

77. The parent Policy 19 in the Core Strategy is, according to the explanatory paragraph 10.14 of that document, concerned to maintain the openness of countryside in those parts of Central Lancashire where there are relatively small amounts of open countryside between settlements. Amongst other things, the policy is explicit that their identity and local distinctiveness is to be protected by the designation. Policy EN4 of the Local Plan interprets the intention of Policy 19 within the consequentially defined Areas of Separation within Preston in the following terms: -

Development will be assessed in terms of its impact upon the Area of Separation including any harm to the effectiveness of the gap between settlements and, in particular, the degree to which the development proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements. (The emphasis is mine.)

78. Although it is notable from the Policies Map that the defined area of Separation between Grimsargh and the Preston Urban Area is significantly narrower at its narrowest point than the Area of Separation between Broughton and the Preston Urban Area, the latter is relatively narrow nonetheless. It therefore seems to me that any development of significance within it has the potential to compromise its function to some extent, simply by the fact of reducing its extent. In the case of the appeal sites A and B combined, this would be across a broad front as the physical extent of Broughton would effectively be advanced southwards towards the Preston Urban Area. There would inevitably, in purely physical terms, be some harm to the effectiveness of the gap between the two settlements, as distinct from the perception of that gap so far as local residents and those travelling between the settlements is concerned. The remaining gap would be smaller and more vulnerable to perceived or actual closure in the event of further development.

79. Having said that, it is true to say that the world is not perceived in two dimensions, as on a plan or policies map, but rather in three dimensions with, in reality, topographic and visual features such as vegetation playing a significant role. Thus it is that a relatively large gap on a featureless plain may be perceived as comparable in local identity terms to a comparatively small gap in more complex surroundings. I can appreciate that it is this principle which **effectively underlies the analysis set out in the officer's reports to which I have** previously referred.

80. In terms of the thrust of the policies 19 and ENV4, the emphasis on the degree to which the particular developments proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of the settlements concerned adds a further layer of complexity to the consideration of whether the objects of the policies would be significantly harmed. It seems

to me that the minimum requirement is for sufficient separation for them to be effectively recognised as separate places.

81. All in all, therefore, it seems to me that, at the most basic level of analysis, the two proposals at issue must, individually and collectively, bearing in mind the site-specific definition of the Area of Separation in the development plan, conflict in principle with its policy object of maintaining the separateness of Broughton as a settlement distinct from the Preston Urban Area; not least in view of their scale and location on the southern margins of Broughton as defined for the purposes of Policy AD1 of the Local Plan. The reality of the matter is that the two settlements as currently defined in terms of the Policies Map, and in terms of physical presence, would become closer together.
82. However, it is clear from the policy as set out that the magnitude of the potential harm to its objects in any particular case is a matter of fact and degree and, moreover, susceptible to mitigation in practice. That being so, the nature of the development, in terms of potential density, design, landscaping, layout and so forth must also be influential in that judgement. The fact that the developments at issue are proposed in outline does not in any definitive way assist on that score but, equally, there is sufficient information on those factors to form a view in principle and, clearly, those particular factors fall to be weighed in the balance of harms and benefits in determining each of the appeals A and B on its individual merits.
83. In conclusion on this issue, it is clear and uncontested that both proposals conflict with the development plan so far as Core Strategy Policy 1 and Local Plan Policy EN1 are concerned. It follows that they would not accord with Local Plan Policy AD1(b) which contemplates small scale development within Broughton. I have also identified a basic in-principle conflict with Policy EN4 of the Local Plan concerning the Area of Separation between Broughton and Preston, albeit such conflict is susceptible to mitigation according to circumstances and individual merits.
84. It has been submitted that Policy MP of the Core Strategy has, in circumstances where paragraph 49 of the Framework is engaged by reason of a shortage of deliverable housing sites (and other circumstances where relevant policies are out of date or non-existent), the practical effect of overriding all other development plan policies. Whilst it is well recognised that development plan policies can pull in opposing directions and indeed that is to some extent inevitable and therefore entirely normal, I consider, for the reasons previously given, that such an interpretation would be wholly incompatible with the planned system, if taken to the extreme. All manner of development plan policies would be uncritically overridden in pursuit of housing supply. Notwithstanding the priority given to substantially boosting it embodied in the Framework, it cannot on the face of that document be the case that housing supply must necessarily be boosted at the expense of all other policy considerations.
85. Therefore Policy MP does not, in my view, even given the acknowledged housing land shortfall, make the proposals at issue four-square with the development plan itself. Rather it requires the application of the so-called **'tilted balance'** of Paragraph 14 of the Framework. **Given that I have concluded** there would be conflict with the strategic land use planning aims of the Council, which would have the potential at least to harmfully undermine them, that conflict and potential for harm is a consideration to be weighed in the balance

in considering whether one or both proposals at issue represent sustainable development.

Neighbourhood Plan

86. Although the Neighbourhood Plan had previously progressed to a relatively advanced stage, prematurity was not cited as a reason for refusal by the Council and has not, as such, been put to me specifically as a consideration by the Parish Council, which acknowledges that, in procedural terms, it now still **has some way to go as a consequence of the Examiner's report preventing it** from being made, ultimately, as a consequence of a successful referendum.
87. Although I have read that report and am aware of its content, conclusions and recommendations, its merits are not a matter for me and I can accord it only limited weight as a material consideration in any event, as is the case with the emerging Neighbourhood Plan itself, notwithstanding what the Parish Council considers to be the unusual circumstances. The Neighbourhood Plan does not yet form part of the development plan, there are unresolved objections to it and its final content has yet to be resolved following a further examination.
88. My responsibilities are distinct from those of the examiner who will, in due course, conduct a fresh examination and report whether the basic conditions are met, in which case the way forward to a referendum would be cleared. In order to meet the basic conditions the making of the Neighbourhood Plan must be in general conformity with the strategic policies contained in the development plan for the Preston administrative area and it is the **examiner's** responsibility to assess whether or not that is the case. I, on the other hand, am charged with the responsibility of determining both appeals A and B now, in accordance with usual practice (in the knowledge that both appellants themselves recognise that their proposals conflict with both Policy 1 of the Core Strategy and Policy EN1 of the Local Plan) in the light of the evidence before me. But I see no justification in relevant policy or guidance for delaying those decisions as Mr Brown requests.³⁰ Such an approach, in principle, would have significantly deleterious implications for the efficacy of the appeals system.
89. The aims of the emerging Neighbourhood Plan are spelt out in the latest draft.³¹ These are tenfold and in summary are as follows: - retention of rural setting; appropriate scale of development; appropriate form and location of housing development; support for local businesses; vibrant local centre; conservation of heritage and improvement of environment in light of the removal of through traffic; enhanced leisure and recreation; promotion of health and well-being; successful integration of major new housing on the southern and eastern edges of the plan area (i.e. the parish as opposed to the village core); and the safeguarding of the qualities of the surrounding countryside.
90. Insofar as those general aims pull in the same direction as development plan policy which the Council and the appellants acknowledge to be offended by the appeal proposals (notably Core Strategy Policy 1 and Local Plan Policy EN1), or which I have otherwise concluded to be at least potentially at variance in principle with what is proposed (notably policy EN4), then I consider them to reinforce such policy intentions. However, insofar as specific policies and

³⁰ ID16 paragraph 27.0

³¹ CD17 paragraph 5.2

proposals in the Neighbourhood Plan still have some way to go before being incorporated into the statutory development plan, the weight, as the local planning authority acknowledges,³² remains limited nonetheless. Moreover, pending the Neighbourhood Plan being formally made, a supply of only three **years deliverable housing sites continues to engage the “tilted balance” set out** in paragraph 14 of the Framework.³³

91. All in all, and notwithstanding the progress made and the effort undertaken by all concerned, I am constrained to give limited weight only to any conflict with the aims of the emerging Neighbourhood Plan per se.

Considerations specific to Appeal B

92. The final main issue I have identified concerns site-specifics and the following paragraphs therefore refer exclusively to Appeal Site B unless I indicate otherwise.
93. Situated on the south-east margin of the settlement, this site occupies the currently open and scenically attractive frontage to Garstang Road between the sylvan grounds of the Marriot Hotel and a sporadic ribbon of properties running northwards from the Pinfold into the village centre with the King **George’s Field** to the rear. It is centred on the complex of buildings at Keyfold Farm (none of which are listed) and some of which are indicated as being demolished to facilitate the development concept indicated on the illustrative plan.
94. The access proposed onto Garstang Road would be a little to the north of the existing farm access, which would be closed off. As I have noted, the new access would involve the loss of five trees subject to the TPO previously referred to. More specifically, these are within Area A.2 of the Order which includes beech, sycamore, oak and ash trees. The tree survey submitted with the application demonstrates that all are mature and in varying health. T8, a sycamore is recommended for felling and T3 (ash), T4 (sycamore) and T7 (beech) have a relatively short life expectancy now in any event. Their value as a group on the road frontage would be lost immediately but as the site layout is illustrative at this stage I have no doubt that, in principle, an (ultimately) comparable group could be incorporated within open space within it for amenity value.
95. The overall site size, the number of houses proposed and the illustrative plan all point to a comparatively low density scheme (circa 19 dwellings per hectare overall³⁴) with ample scope for generous gardens, open space, retention of existing trees (save for those affected by the proposed access) and generous new landscaping.
96. **The main public prospects of the site would be from King George’s field looking southwards and from its frontage to Garstang Road, along which the rurality and maturity of the landscape surrounding Keyfold Farm, almost parkland in character, is apparent between the Pinfold and the linear copse alongside the war memorial. More limited views would be possible from the grounds of the hotel and associated accommodation along their northern margin. The public footpath running north eastwards from the vicinity of the church was**

³² TSoCG paragraph 2.35

³³ *Richborough Estates and others v Secretary of State for Housing, Communities and Local Government* [2018] EWHC 33 (Admin) - (Case concerning Written Ministerial Statement of 12 December 2016).

³⁴ Calculated on basis of application form

inaccessible at the time of my visit, but it was apparent from within the body of the site that topography would limit views from that public right of way and it was also clear that views from the new by-pass would be limited also, by topography, highway design and planting.

97. I am conscious that the evidence base of the emerging Neighbourhood Plan includes a landscape/visual appraisal of potential small-scale housing sites published in October 2017³⁵ and that, within this, Site J comprises the northern part of the appeal site at Keyfold Farm and refers to a parkland appearance coincident with the impression I have formed. Although this contributes to its low ranking as a potential housing site, it is conceived of as a different, smaller, denser (25 dwellings per hectare assumed) site with less scope overall for mitigation of impact at the site margins through design and landscaping. Moreover, it has been produced for comparative purposes in the context of the emerging plan to which I can accord only limited weight and is of correspondingly limited assistance in the determination of this appeal.
98. The pleasantly rural character and appearance of the appeal site and its immediate environs would of course be changed and influenced by the proposed development, as must always be the case when greenfield land such as this is developed. However, the illustrative layout demonstrates that (with a modicum of adjustment) it should be possible to develop the site in a manner which, given its comparatively low density, is sensitive to its location at the main entrance to the village on approach from the south past the Marriott Hotel and the North West Ambulance Service NHS Trust and, if housing development is to be permitted in principle at this location, I would consider such an approach to be fundamental to its acceptability, even if that were ultimately to reduce numerical housing delivery at reserved matters stage.
99. The existing trees and hedgerow at the northern boundary of the site with King **George's Field is indicated to be strengthened by new planting, whereas the** southern boundary with the grounds of the hotel is effectively contained by the existing (protected) trees therein. Open pasture beyond the eastern boundary of the site extends to the new by-pass and the earthworks and landscaping associated with that. To the west, inter-visibility with the Appeal Site A would be limited due to the setback of the latter from Garstang Road and the retained intervening pastureland. The cumulative impact of the proposed developments on the currently open area of land south of the village would thereby be correspondingly limited.
100. Bearing that in mind it does seem to me nonetheless that the site sits alongside an important thoroughfare between Broughton and the outlying development associated with the church and its environs including the Glebe Field, the motorway junction and the neighbouring city beyond. However, although it sits within the defined Area of Separation subject to Local Plan Policy EN4 (pursuant to the principles established in Core Strategy Policy 19), the topography and vegetation combine to create a sense of separation between the two settlements for users of the Garstang Road that would be little altered in practice, providing the frontage to that road along the western boundary of the site in depth is sensitively treated. The southern part of that frontage is in any event formed by the linear copse of protected trees east of the war memorial.

³⁵ ID12

101. I am required by reason of the primary legislation³⁶ to pay special attention to the desirability of preserving the setting of the Grade II listed pinfold to the south of 442 Garstang Road adjacent to the north-west corner of the site. Although the existing dwelling at No 442 is comparably close, if not physically closer in precise terms, to the pinfold than the nearest house indicated on the illustrative plan, I do not altogether accept the statement in the submitted ***Planning, Affordable Housing, Heritage and Design and Access Statement*** that... ***"The nearest house would be generously distanced from the enclosure and great care has been taken through the master planning process in order to ensure the safeguarding of the significance of this heritage asset."***³⁷
102. The existing house is where it is; but, bearing in mind the importance policy now accords to heritage assets and their significance, I believe a more considered approach would be required. Pinfolds are a feature of rural agricultural settlements and are of limited height and bulk. Domination of this simple historic structure by the physical mass of the suburban housing proposed in close proximity at plots 1, 2 and 3 on the illustrative plan, as opposed to the more rural ambience of the existing open land with trees between the pinfold and the existing Keyfold Farm, would fail to preserve the immediate setting of the pinfold on approach and arrival from the north along Garstang Road and would in my estimation tend to erode the significance of this heritage asset, albeit the harm would be less than substantial.
103. There would, it seems to me, be considerable scope for mitigating such harm, however, on submission of reserved matters, which would fall to be determined by reference to material considerations including relevant policy on the protection of heritage, and any conditions imposed to this end. The layout is clearly not fixed at this juncture and neither is the overall number of dwellings. A more considered and sensitive approach is entirely practical and therefore the illustrated level of harm to the setting and significance of the asset does not, as a matter of principle, weigh heavily against the development proposal as a whole.
104. The war memorials further down Garstang Road (beyond the indentation of the site boundary to accommodate the protected area of trees extending northwards along the road from the Marriot Hotel) would not in my view be significantly affected by the proposed development, owing to the intervening **woodland, and the concerns of the Parish Council regarding the King George's** Field and associated buildings could readily be accommodated by sensitive design at reserved matters stage. Moreover, the manner in which the Keyfold Farm complex itself is treated in detail is also capable of being addressed at that stage albeit I have no firm evidence to suggest that the brickwork on the outbuilding indicated to be demolished is of sufficient significance to be a determinative factor in that context.
105. The pastureland between the site and the new by-pass would remain and is characterised by a number of ponds that survey work³⁸ indicate to be of some limited significance as habitat for Great Crested Newt and appropriate safeguards for this protected species and also bats³⁹ could be achieved through the use of planning conditions.

³⁶ Planning (Listed Buildings and Conservation Areas) Act 1990 s66(1)

³⁷ CD43 paragraph 5.50

³⁸ Extended Phase 1 Habitat Survey undertaken in October 2016 – Rachael Hacking Ecology

³⁹ Daytime Bat Survey January 2017 – Rachael Hacking Ecology

106. It is common ground between the Council and the appellant⁴⁰ that there are no irresolvable objections to the proposed development from specialist consultees on the grounds of ecology and protected species, flooding and drainage, risk of crime, air quality; contaminated land; residential amenity; archaeology; effect on trees; adequacy of on-site open space or energy-efficiency. I have no authoritative evidence sufficient to gainsay that position, albeit concerns raised by local residents include such matters. It is also agreed⁴¹ that there would be no significant highway safety implications or harm to the wider road network and I have no reason to consider otherwise.

107. Overall, for the above reasons, I consider the site-specific characteristics of the proposed development to be generally well conceived if only largely illustrative at this stage. The proposed development does have the potential to cause a degree of environmental harm insofar as it impinges on the immediate setting of a listed building which is partially co-incident with a notably attractive frontage to Garstang Road; albeit that harm could be significantly mitigated through layout and design. Clearly it would involve the loss of open pasture more generally at the fringe of the village but I have no persuasive evidence to suggest that this is valued landscape in the terms of paragraph 109 of the Framework and it is not best and most versatile agricultural land.

108. There is plainly a conflict with the intentions of Core Strategy Policy 1 and Local Plan Policy EN1, as previously explored. Moreover, the proposed development would conflict to a degree, in my view, with the intentions of Local Plan policy EN4 concerning maintenance of an area of separation, albeit the impact of that, along what is in fact the principal route between Preston and Broughton, is limited by topography and existing features and is in any event susceptible to potentially significant reduction through careful detailed design, such that the perception of prospective merger with Preston and consequent loss of community identity could be mitigated to within acceptable limits. Conflict with development plan intentions is clearly a form of harm within a genuinely plan-led system which has to be set against other material considerations.

109. The weight to be accorded to the harms I have identified is a matter to which I return in the planning balance.

The planning obligation

110. The undertaking given is a simple form of obligation which would over an appropriate timescale mitigate the impact of the development on the local primary school, provide for the encouragement of sustainable transport habits and deliver 35%⁴² of the housing as affordable housing in accordance with development plan policy and the provision and future management and maintenance of open space within the scheme of development.

111. All the obligations in the document are necessary, proportionate and directly related to the proposed development and, in accordance with Regulation 122 of the Community Infrastructure Levy Regulations 2010, I am therefore able to accord them weight in my decision. I have not been advised of any prospective breach of Regulation 123 regarding pooled contributions.

⁴⁰ SoCG (B) paragraph 5.12

⁴¹ Ibid. paragraph 5.3

⁴² c/f erroneous reference to 30% at paragraph 6.5 of Mr Sedgwick's evidence

Conditions

112. Leaving aside the main issues, and the scope of the planning obligation to mitigate certain impacts of the development, I am conscious that many other matters raised by individual local residents and the Parish Council in connection with the outline application subject to appeal are capable of being addressed by conditions or otherwise taken into account at reserved matters stage.
113. The Council suggested a range of potential planning conditions (SC)⁴³ which were discussed at the inquiry. Although I consider them to be necessary and otherwise appropriate in the light of the relevant policy and the Planning Practice Guidance, a number are complicated in expression to the extent that it would potentially reduce their robustness and efficacy; and it was agreed that simplification and/or closer adherence to established model conditions would be required in the event of the appeal being successful, as would the removal of duplication.
114. SC1 - SC3 relate to the definition and timescale for submission of reserved matters, the life of the outline permission sought and its definition by reference to specified drawings in the conventional fashion but would require some re-ordering and rewording as 4 separate conditions.
115. It was agreed that it would be necessary to define the permission not only by reference to plans but by specifying the maximum number of dwellings (130) to be constructed on the site. Over and above the need to define the permission with clarity and certainty, my additional reasons for considering such a condition to be necessary in this case are referred to in my reasoning.
116. SC4 and SC12 represent unnecessary duplication bearing in mind that a standard form of condition to control construction methods could be imposed, suitably adapted to encompass these and associated environmental pollution risks (including in this case the possibility of asbestos being present in the existing buildings on the site) more efficiently and comprehensively.
117. SC6 concerns the potential for parts of the site to be contaminated for one reason or another but is excessively complicated and it overlaps with and to some extent duplicates SC5. It was agreed that these SC would need to be simplified as a single condition.
118. SC7 concerns the evident potential for dwellings to be affected by road noise, which would require mitigation in affected parts of the site in accordance with the specialist survey submitted. This was predicated on the illustrative **scheme and concludes that... "Once the final scheme is available, further measurements and predictions can be undertaken as appropriate to produce a definitive noise control scheme"**. On that basis, it is clear that the matter of noise mitigation is inseparable from the approval of reserved matters and any relevant condition to that effect would need to be constructed accordingly.
119. SC8 is largely duplicated by SC13 and concerns the submission and approval of a travel plan to encourage sustainable travel habits from the outset. It was therefore agreed that the two conditions would need to be unified and, moreover, that the proposed contradictory thresholds of occupation were irrelevant in any event and that the travel plan would need to be in place prior to any dwelling being occupied.

⁴³ ID20b

120. SC9 is specific to the highways circumstances of Appeal B insofar as the access proposed would be to a principal thoroughfare and off-site works including bus stops are proposed. SC10 would be required to ensure that management and maintenance of the estate roads is put on a proper footing and SC11 would be required to ensure removal of the existing access to Keyfold Farm.
121. SC14 and SC15 concern surface water drainage but are excessively and unnecessarily complex. A much simpler approach, also necessarily encompassing foul drainage, is to be preferred and the use of sustainable urban drainage principles in the case of the surface water arrangements should be maximised.
122. SC16, SC17 and SC18 are required in the interests of maintaining and enhancing biodiversity and in this case, bearing in mind the dynamic interaction between species and habitat over time, including adjacent habitat, further survey work in association with the submission of reserved matters would be required.
123. SC19 concerns the protection of existing trees to be retained on the site.
124. SC20 concerns the need for an archaeological investigation arising from the possibility that a Roman Road impinges on the site.
125. SC21 and SC22 would be required to promote energy efficiency and sustainable travel in accordance with local and national policy objectives, including, respectively Policy 3 and Policy 27 of the Core Strategy and, bearing in mind the spirit of the Written Ministerial Statement of 25 March 2015, the requirement in respect of equivalence to Code Level 4 is a reasonable one.⁴⁴
126. Finally, the possibility of a condition to protect the setting of the Pinfold was discussed and, for the reasons I have previously detailed, I consider such a condition would be necessary, so as to inform and constrain the design of the layout at reserved matters stage. Given the overall size of the site, the fact that all matters are reserved save for access, the unavoidable loss of trees upon implementation of that access, the low density approach illustrated and the fact that the number of units proposed is a maximum, there would be, in my view, adequate scope for adjustment to accommodate the preservation and enhancement (bearing in mind Framework paragraph 64) of the immediate setting of the Pinfold without altering the nature of what has been applied for. Such a condition would not only be necessary but entirely reasonable, providing the meaning of immediate setting is defined with precision. This would be readily achievable by reference to the illustrative site layout.

Planning balance and overall conclusion

127. The proposed scheme of housing development clearly conflicts with the intentions of the adopted development plan in a number of respects as I have explained. But that of course is not the end of the matter, bearing in mind the powerful material consideration of the Framework and, more specifically its explicit intention to boost significantly the supply of housing.

⁴⁴ Policies requiring compliance with energy performance standards that exceed the Energy requirements of Building Regulations can be applied until commencement of amendments to the Planning and Energy Act 2008 in s43 of the Deregulation Act 2015 (not yet in force). At this point the energy performance requirements in Building Regulations will be set at a level equivalent to the (outgoing) Code for Sustainable Homes Level 4. Until the amendment is commenced conditions should not set requirements above a Code level 4 equivalent.

128. Although the policies with which the proposed development conflicts are not policies for the supply of housing as such and may be accorded weight as adopted policies of the development plan, even in circumstances of housing land shortage, by contrast with those of the yet-to-be-made Neighbourhood Plan to which I can accord only limited weight, there are significant benefits potentially arising from the development and a more rounded assessment is required bearing in mind that application of such policies with full rigour could have the effect of frustrating that important intention of the Framework concerning housing supply.
129. The economic benefits of new housing development are well appreciated, both in terms of the direct stimulus to the local economy and in terms of indirect benefit to local enterprise requiring a local labour force. Moreover, I am persuaded that, more probably than not, the new housing proposed will have positive consequences for local businesses and the provision of services in the village centre. It is logical that should be so, given the increased customer base, not least in the context of consequential and potential improvements facilitated by the removal of through traffic on the A6 Garstang Road. It is, moreover, logical that the cumulative effect of both the appeal proposals A and B would be commensurate in terms of that particular benefit.
130. Bearing in mind the potential for biodiversity enhancement at the detailed design stage, the environmental impacts are broadly neutral in the balance. Clearly there would be loss of open pasture to the south of the village between Garstang Road and the new by-pass and some reduction, in absolute terms, in the actual separation from Preston and perception of that, but much can be done, in all the circumstances, to effectively mitigate the latter. Impact on the attractive frontage to Garstang Road including the setting of the Pinfold could be effectively mitigated at reserved matters stage and the harm to the significance of the latter would be not only less than substantial but towards the lower end of that spectrum of harm, in my assessment. It falls to be weighed against the public benefits of the development in any event.
131. In social terms, these benefits would be substantial. Open market housing is needed but more particularly it is clear from the evidence⁴⁵ that in this locality, as in many places, the provision of a significant amount of affordable housing is a benefit to which very considerable weight should be given.
132. I am also conscious that, notwithstanding local opposition to the development on a variety of planning grounds considered above or otherwise capable of being addressed through condition or obligation, there is a lack of objection from consultees other than the Parish Council⁴⁶ **and that the Council's** single reason for refusal has not, in the event, been sustained.
133. Given those circumstances, the statutory presumption in favour of the development plan must be seen in the light of the material considerations in favour of the proposal and on the ordinary balance of planning advantage (in the context of a shortfall of deliverable housing sites) I am clear that I would consider them to favour the grant of planning permission, albeit by a relatively narrow margin, given the sensitivity of the Garstang Road frontage.

⁴⁵ Evidence of Mr Harris (paragraphs 7.1 – 7.32)

⁴⁶ CD4 paragraph 3.5

134. In this case, however, the concessions by the Council regarding its supply of deliverable housing sites and the effectively uncontested evidence of the appellant in that regard, both in respect of this appeal and Appeal A, demonstrate not only that paragraph 49 of the Framework is engaged but that the shortfall of deliverable housing sites vis-à-vis the five year requirement is currently severe. The **application of the 'tilted balance'** of paragraph 14 is therefore central to my overall conclusion on the merits of this case.

135. Paragraph 14 is to the effect, amongst other things, that permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework taken as a whole, or specific policies therein indicate that development should be restricted.

136. For all the reasons I have given, I consider there would be no adverse impacts sufficient to do that, especially bearing in mind the severity of the demonstrated shortfall of deliverable housing sites; and there are no specific policies of restriction to be applied in that sense.

137. Having taken all other matters raised into account, I therefore conclude that, on the evidence relevant to both appeals A and B, and on its specific individual merits, this appeal should be allowed.

Keith Manning

Inspector

Annex: Schedule of Conditions

- 1) Details of the appearance, landscaping, layout, and scale (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the local planning authority before any development takes place and the development shall be carried out as approved.
- 2) Application for approval of the reserved matters shall be made to the local planning authority not later than 3 years from the date of this permission.
- 3) The development hereby permitted shall take place not later than 2 years from the date of approval of the last of the reserved matters to be approved.
- 4) The development hereby permitted shall be carried out in accordance with the following approved plans: Location Plan (dwg. 16-151/LP-001); Proposed Site Access (dwg. SCP/16486/D07).
- 5) The development hereby permitted shall be limited to a maximum of 130 dwellings.
- 6) No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by the local planning authority. The Statement shall provide for:
 - i) the parking of vehicles of site operatives and visitors;

- ii) loading and unloading of plant and materials;
- iii) storage of plant and materials used in constructing the development;
- iv) the erection and maintenance of security hoarding/fencing including decorative displays and facilities for public viewing, where appropriate;
- v) wheel washing facilities;
- vi) measures to control the emission of dust and dirt during construction;
- vii) a scheme for the prior removal of asbestos if found to be present on site or in any buildings to be demolished
- viii) a scheme for recycling/disposing of waste resulting from demolition and construction works;
- ix) delivery, demolition and construction working hours.
- x) Protection of surface and groundwater resources

The approved Construction Method Statement shall be adhered to throughout the construction period for the development.

- 7) No development shall take place until a contaminated land assessment, including a site investigation and remediation scheme (if necessary) has been submitted to and approved in writing by the local planning authority. Any remediation scheme so required shall be implemented as approved and, in the event of such a scheme being required, no dwelling hereby approved shall be occupied until a contaminated land closure report has been submitted to and approved in writing by the local planning authority.

If during any subsequent works contamination is encountered that has not previously been identified, then such contamination shall be fully assessed and a remediation scheme shall be submitted to the local planning authority for approval in writing. Any remediation scheme so required shall be implemented as approved and, in the event of such a scheme being required, any of the dwellings hereby approved that have not already been occupied shall not be occupied until a contaminated land closure report has been submitted to and approved in writing by the local planning authority.

- 8) No development shall be carried out until a detailed and definitive noise control scheme (as recommended in the Road Noise Assessment [Ref. 20170126 7852 Broughton 8233-2.docx] by Martec Environmental Consultants Ltd dated 4 November 2016), to be submitted in association with the reserved matters, has been approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.
- 9) No dwelling shall be occupied until a Full Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Full Travel Plan shall be implemented within the timescale set out in the approved plan and will be audited and updated at intervals not greater than 12 months for a period of 5 years after the adoption of the Plan to ensure that the approved plan is carried out in accordance with its approved provisions.

- 10) No development shall take place until a fully detailed scheme for the construction of the access works within the site and the off-site works of highway improvement (including upgrades to two bus stops) has been submitted to and approved in writing by the Local Planning Authority. The site access works shall be completed to an approved specification prior to the occupation of any dwelling served by them and the scheme as a whole shall be implemented fully in accordance with the approved details.
- 11) No development shall take place until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved in writing by the Local Planning Authority. The streets shall thereafter be maintained in accordance with the approved management and maintenance details until such time as an agreement has been entered into under Section 38 of the Highways Act 1980 or a private management and a maintenance company has been established.
- 12) No new dwelling on the site shall be occupied until the existing vehicular access to Keyfold Farm has been physically and permanently closed and the existing footway and kerbing of the vehicular crossing has been reinstated in accordance with the Lancashire County Council Specification for Construction of Estate Roads.
- 13) No development shall take place until a detailed scheme for surface water drainage incorporating sustainable urban drainage principles has been submitted to and approved in writing by the local planning authority. The scheme shall include detailed management and maintenance arrangements for the lifetime of the development and shall be implemented in accordance with the approved details.
- 14) No development shall take place until a detailed scheme for foul water drainage has been submitted to and approved in writing by the local planning authority. The scheme shall be implemented in accordance with the approved details.
- 15) There shall be no works to trees or vegetation clearance works between 1st March and 31st August in any year unless a detailed bird nest survey has been carried out immediately prior to clearance and written confirmation provided that no active bird nests are present, and this has been agreed in writing by the Local Planning Authority.
- 16) **Prior to the erection of any external lighting an external 'lighting design strategy' shall be submitted to the** local planning authority for approval in writing. The strategy shall identify areas/features on site that are potentially sensitive to lighting for bats and show how and where the external lighting will be installed (through appropriate lighting contour plans.) All external lighting shall be installed in accordance with agreed specifications and locations set out in the strategy and thereafter maintained in accordance those approved details.
- 17) Applications for the approval of reserved matters shall be informed by and accompanied by further ecological survey work and method statements to a scope and specification to be approved in writing by the local planning authority. The further survey work shall address the potential presence of great crested newt, ground nesting birds and brown hare on the site and its surrounds and method statements will be

provided, as necessary, for approval in writing by the local planning authority, to demonstrate how any such species present will be safeguarded. Development shall be carried out in accordance with any such specific method statements as are required by and approved in writing by the local planning authority.

- 18) The development hereby approved shall be carried out in accordance with the recommendations of the Tree Survey by Iain Tavendale dated 14 November 2016 submitted with the application. No development shall begin until details of the means of protecting trees and hedges within and immediately adjacent to the site, including root structure from injury or damage prior to development works have been submitted to and approved in writing by the Local Planning Authority. Such protection measures shall be implemented before any works are carried out and retained during building operations and furthermore, no excavation, site works, trenches or channels shall be cut or laid or soil, waste or other materials deposited so as to cause damage or injury to the root structure of the trees or hedges.
- 19) No development shall take place until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work. This shall be carried out in accordance with a written scheme of investigation, which shall first have been submitted to and approved in writing by the Local Planning Authority.
- 20) No development shall take place until a scheme has been submitted to and approved in writing by the Local Planning Authority to demonstrate that the development can achieve energy efficiency standards equivalent to Level 4 of the Code for Sustainable Homes. The development shall thereafter be carried out in accordance with the approved scheme.
- 21) Prior to the first occupation of any dwelling, that dwelling shall be provided with an electric vehicle charging point which shall be retained for that purpose thereafter.
- 22) No development shall take place until a fully detailed scheme for the preservation and enhancement of the immediate setting within the application site of the Pinfold on Garstang Road has been submitted to and approved in writing by the Local Planning Authority. For the **purposes of this condition the 'immediate setting'** is the land comprising the plots numbered 1, 2 and 3 on the illustrative site layout 16-151 (January 2017) and the land between those plots as shown and Garstang Road north of the site access as indicated on that layout. The scheme shall include a programme for implementation and shall be carried out in accordance with the approved details.

* * *

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Alan Evans of Counsel

He called

Michael Molyneux BA MSc BTP MRTPI
Head of Planning Policy

FOR THE APPELLANT:

Vincent Fraser QC

He called

Ben Pycroft BA (Hons) Dip TP MRTPI
Associate Director, Emery Planning

Stephen Harris BSc (Hons) MRTPI
Director, Emery Planning

FOR BROUGHTON PARISH COUNCIL:⁴⁷

Patricia A Hastings
BSc RN RM RNT PGDip Ed
(Chairperson)

She called

David R Mills, Parish Councillor
Leslie R Brown, Local Resident
Patricia A Hastings
(in her own capacity as witness)

INTERESTED PERSONS:

Councillor Neil Cartwright
Tim Brown BA MRTPI

Ward Councillor
tb Planning

INQUIRY DOCUMENTS

- ID1 Draft planning obligation (Appeal A)
- ID2 Statement of Common Ground (Appeal A)
- ID3 Opening Statement (Appeal A – Hollins Strategic Land)
- ID4 Opening Statement (Appeal B - Wainhomes)
- ID5 Letter dated 19/12/2014 from Brandon Lewis MP (then Minister of State for Housing and Planning) to PINS
- ID6 Officer report to Joint Advisory Committee on resumed examination of Central Lancashire Core Strategy
- ID7 Central Lancashire Authorities Publication Core Strategy DPD,

⁴⁷ Broughton In Amounderness Parish Council is the full and formal title

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- ID8 Proof of Evidence of Michael Molyneux BA MSc BTP MRTPI re APP/N2345/W/15/3007033
- ID9 Opening remarks of Preston City Council
- ID10 Opening Statement by Parish Council
- ID11a First draft of suggested conditions (Appeal A)
- ID11b First draft of suggested conditions (Appeal B)
- ID12 Broughton-in-Amounderness Neighbourhood Plan: Landscape visual appraisal of small-scale housing sites (October 2017)
- ID13 Letter dated 07/09/2017 from Ben Wallace MP to Mr Leslie R Brown
- ID14 Internet article on housing development and traffic congestion in North West Preston – Lancashire Evening Post
- ID15 **'Blog' regarding operation of new Broughton Bypass**
- ID16 Statement of Tim Brown BA MRTPI
- ID17 Statement of Councillor Neil Cartwright
- ID18 Nos. 40 & 41 bus timetable
- ID19 No 4 bus timetable
- ID20a Second draft of suggested conditions (Appeal A)
- ID20b Second draft of suggested conditions (Appeal B)
- ID21 **Parish Council's Closing statement**
- ID22 Closing statement (Appeal B - Wainhomes)
- ID23 Closing statement (Appeal A – Hollins Strategic Land)
- ID24 Costs application (Appeal A – Hollins Strategic Land)
- ID25 Costs application (Appeal B - Wainhomes)

CORE DOCUMENTS

- CD1. Wainhomes - Committee report 15th June 2017
- CD2. Wainhomes - Minutes of Committee 15th June 2017
- CD3. Wainhomes - Decision Notice
- CD4. Hollins Committee report
- CD5. Hollins Minutes of Committee
- CD6. Hollins Decision Notice
- CD7. Central Lancashire Core Strategy
- CD8. Preston Local Plan
- CD9. Affordable Housing SPD October 2012
- CD10. 2017 Housing Land Position Statement (base date 30th September 2017)
- CD11. 2009 SHMA
- CD12. 2013 Housing Needs and Demand Study
- CD13. 2017 SHMA

- CD14. Draft Broughton Neighbourhood Plan March 2017
- CD15. Submitted Broughton Neighbourhood Plan
- CD16. Examiners Report Broughton Neighbourhood Plan September 2017
- CD17. Broughton Neighbourhood Plan October 2017
- CD18. BNDP representation Emery Planning/Wainhomes
- CD19. BNDP representation Sedgwick Associates/Hollins
- CD20. National Planning Policy Framework
- CD21. Suffolk Coastal District v Hopkins Homes & Richmond Estates Partnership LLP v Cheshire East Borough Council [2016] EWCA Civ 168
- CD22. Suffolk Coastal District v Hopkins Homes & Richmond Estates Partnership LLP v Cheshire East Borough Council [2017] UKSC 37
- CD23. 3167436 Appeal at Garstang Road, Barton, Preston
- CD24. 3160927 Appeal land at Pudding Pie Nook lane, Broughton, Preston
- CD25. 3130341 Appeal Land off Garstang Road, Barton, Preston
- CD26. 3007033 Appeal land at Preston Road, Grimsargh, Preston
- CD27. **"Fixing our broken housing market" Housing White Paper February 2017**
- CD28. 3173275 Appeal Land at Pear Tree Lane, Euxton, Chorley
- CD29. St Modwen Developments Ltd v East Riding of Yorkshire Council [2016] EWHC 968
- CD30. St Modwen Developments Ltd v East Riding of Yorkshire Council [2017] EWCA Civ 1643
- CD31. Oadby & Wigston Council v Bloor Homes Ltd [2016] EWCA Civ 1040
- CD32. 2200981 & 2213944 Appeal Land to the East and West of Brickyard Lane, Melton Park, East Riding of Yorkshire
- CD33. City & District of St Albans v Hunston Properties Limited [2013] EWCA Civ 1610
- CD34. Preston City Council Cabinet, 19 September 2017, Minute 42

- CD35. **"Planning for the right homes in the right places: consultation proposals",**
DCLG, September 2017
- CD36. 3165490 Appeal Land to the south of Dalton Heights, Seaham, Co
Durham
- CD37. Communities and Local Government Select Committee, Oral Evidence,
HC 494, 1 November 2017
- CD38. Zurich Assurance v Winchester City Council and South Downs National
park Authority [2014] EWHC 758
- CD39. Planning Advisory Service online; pas-topics/local-plans/five-year-land-
supply-faq#15
- CD40. 3165930 Appeal land north and east of Mayfields, The Balk, Pocklington,
East Riding of Yorkshire
- CD41. **Preston Local Plan Inspector's report, June 2015**
- CD42. Schedule of volume housebuilder, HCA and strategic land company sites,
Preston, October 2017
- CD43. Wainhomes - Planning, Affordable Housing, Heritage and Design and
Access Statement
- CD44. Hollins – Planning Statement
- CD45. Wainhomes Landscape and Visual Impact Assessment
- CD46. Wainhomes Layout
- CD47. Memorandum of Understanding Between Preston, South Ribble and
Chorley.

SH9

Strategic Housing Planning Application Consultation

Application No:	07/2020/00505/OUT
Development:	Outline Planning Permission for up to 100 dwellings with access and associated works
Location:	Land Rear Of Oakdene Chain House Lane Whitestake Lancashire
Proposed Housing Details:	Up to 100 dwellings including 30% affordable housing
Applicable Policies:	<ul style="list-style-type: none"> • Central Lancashire Adopted Core Strategy 2012 • Central Lancashire Affordable Housing Supplementary Planning Document (SPD) 2012 • South Ribble Local Plan 2015 • South Ribble Housing Strategy 2020-2025
Data Sources:	<p>ONS Population Projections</p> <p>Central Lancashire Strategic Housing Market Assessment 2017 (SHMA)</p> <p>Central Lancashire Housing Study (CLHS) 2020</p>
Discussions with developers:	None
Consultation Response:	<p>This application is in outline form and so at this stage does not include specific housing detail.</p> <p>Policy Requirement Proposals include for up to 100 residential dwellings with 30% affordable housing to be provided on-site. This meets the target set out in Policy 7 of the Central Lancashire Adopted Core Strategy.</p> <p>Tenure Split Further detail on the affordable housing provision will need to be determined as part of any future reserve matters application, however the affordable housing provision should comply with the guidance set out in the Central Lancashire Affordable Housing SPD around design, pepper-potting and tenure mix. It would be recommended that the tenure split includes for 70% mix of Social and Affordable Rent and 30% intermediate as this split still represents meeting housing need in South Ribble</p> <p>The SHMA (2017) evidences that greatest need is for social/affordable rented housing at 88% of the boroughs affordable housing need. Updated evidence from the CLHS (2020) shows that there is a clear and acute need for Social Rented homes and specifically, this tenure should make up at least 70% of the rented tenure mix.</p>

South Ribble’s Housing Strategy 2020-2025 supports the development of affordable housing and in particular the development of homes for Social Rent.

Shared ownership would be supported as the intermediate tenure being the most affordable route to homeownership and offering more people the opportunity to get on to the housing ladder.

Size Mix

It is recommended that a mix of housing is provided across the affordable tenures. Need for low-cost homeownership homes (including shared ownership) is weighted towards 2 and 3-bedroom homes as evidenced in the SHMA (2017) and CLHS (2020). The need for rented tenures is evidenced as follows:

Bed Size	SHMA 2017	CLHS 2020	Select Move
1 Bed	45%	45%	53%
2 Bed	28%	28%	30%
3 Bed	25%	26%	15%
4+ Bed	2%	2%	2%

Early engagement and partnering with a registered provider will provide confidence in the deliverability of affordable housing and will also ensure that dwellings meet the requirements of the registered provider in terms of design, house type and appropriate pepper-potting for housing management purposes.

ONS population projections highlight an ageing population in South Ribble. Housing for older people has been identified as a priority in the South Ribble Housing Strategy. Provision to meet the needs of the ageing population would be welcomed and in particular to develop homes that are accessible and can be adaptable to meet future needs.

Strategic Housing Contact:

Suzanne Blundell

Date:

07.10.2020