

WYRE LOCAL PLAN EXAMINATION

STATEMENT BY WYRE BOROUGH COUNCIL ON THE INSPECTOR'S MATTERS, ISSUES AND QUESTIONS

MATTER 8 **Allocations – Garstang, Bowgreave, Catterall and Barton**

Issue 1 – Identification of Sites

1.1 *Is the approach within the Strategic Housing Land Availability Assessment (SHLAA) to assessing the suitability and screening of sites in Garstang, Bowgreave, Catterall and Barton robust?*

1.1.1 Yes, it is.

1.1.2 The approach within the SHLAA to assessing the suitability and screening of sites at Garstang, Bowgreave, Catterall and Barton is the same as the approach in relation to all other settlements in Wyre. As summarised in the paragraphs below, the SHLAA provides a robust and detailed analysis of potential land supply for residential development in the various settlements including Garstang, Bowgreave, Catterall and Barton. The SHLAA has utilised appropriate data sources and conducted a detailed but proportionate analysis which has produced sound outcomes.

1.1.3 The methodology employed in the SHLAA¹ is broadly consistent with national planning practice guidance “Housing and Economic Land Availability Assessment”². Any deviations are explained and justified at page 6 of the SHLAA. Pages five to 15 of the SHLAA describe the study methodology which is based on two main elements:

- a) *Site identification* – sites were identified from a range of sources – the 2010 SHLAA, two call for site exercises held by the Council in 2012 and 2014, the Issues and Options consultation of 2015, and internal survey work.
- b) *Site assessment* – after an initial assessment of planning status, sites were assessed in three stages – two suitability stages (basic parameters and detailed assessment) and an availability stage. At each stage sites considered not to be suitable took no further part in the process (they were “sieved out”). Availability drew on information from the call for sites exercises and an extensive process of engagement with known landowners. Sites with a planning permission were assumed to be suitable and available.

1.1.4 To inform the assessment of site suitability, the Council captured information on a wide range of factors for each site, including policy constraints, ecological and environmental designations, environmental matters such as the presence of contaminated land, agricultural land classification, heritage features, potential land use conflicts and physical constraints. This process was informed by the

¹ Submission Document Library Reference ED089

² Submission Document Library Reference ED014

use of GIS-mapping, site visits and consultation with internal technical officers.

1.1.5 Sites “sieved out” of the 2010 SHLAA were reassessed as part of the process.

1.1.6 The SHLAA at pages 15 – 18 describes the assessment outcomes. It shows that 344 sites were identified through the initial assessment. Of these, 11 were completed housing developments and 168 sites were deemed to be unsuitable for residential development. A further 21 sites were considered to be suitable but availability could not be confirmed. Overall, including sites under construction and with a planning permission, the assessment identifies a suitable and available supply of 144 sites with an estimated capacity of 10,751 dwellings. As noted at page 17 of the assessment, the vast majority of this supply lies outside of settlements in areas of countryside. The SHLAA does not use the countryside designation as a reason for sieving out sites – the designation of countryside being a matter for the emerging local plan. It is also explained at page 17 that the SHLAA does not have regard to the Local Plan evidence on highway matters³.

1.1.7 The SHLAA identifies a total of 78 sites in the settlements as summarised below (excluding four completed sites at the time of the assessment):

	Category	Sites
1	Under construction	6
2	Planning permission*	7
3	Not suitable (basic parameters)	23
4	Not suitable (detailed assessment)	5
5	Not available	6
6	Final suitable and available	27
	TOTAL	74
7	All final sites (sum of 1, 2 and 6)	40

* Includes sites where planning permission is pending the signing of a legal agreement (aka. Minded to Approve)

Issue 2 – West of Cockerham Road (SA1/16)

2.1 *Is the extent of the allocation and its capacity appropriate?*

2.1.1 Yes it is.

2.1.2 The Site Allocations Background Paper⁴ establishes the rationale for the allocation SA1/16. It explains that allocations SA1/16 and SA1/17 have been made to maximise allocations within the A6 corridor to meet the stated highway capacity as set by the highway evidence produced by Lancashire County Council⁵. SA1/16 is regarded as a sustainable and appropriate location for residential development. The extent of the allocation has been determined taking account of information from landowners on the availability of land in that part of Garstang.

³ Submission Document Library Reference ED094a

⁴ Submission Document Library Reference ED012a, pages 49-51 & 56-59 and Annex A

⁵ Submission Document Library Reference ED094a

- 2.1.3 At an assumed 30 dwellings per hectare, 3.33 hectares of land (net) is required to deliver 100 dwellings. This requirement is met by the allocation as follows:

Total site area = 5.81 hectares

Assumed net developable area at 60%⁶ of 5.81 = 3.49 hectares

- 2.1.4 Based on these assumptions, the allocated area exceeds the required land take by 0.16 hectares, although this is sensitive to assumptions on density (a lower density requires a higher land take for the residential component). In addition it is noted that 40% of the residential development area (2.32 hectares) contributes towards new primary school provision and green infrastructure. The 40% figure allows sufficient flexibility for matters such as Sustainable Drainage Systems and highway works to be fully incorporated into future development.

2.2. *Is the Council satisfied that highway and transport impacts can be mitigated so that development of the site would be acceptable?*

- 2.2.1 Yes it is.

- 2.2.2 SA1/16 sits within the Severe Restriction Zone (SRZ) established by the highway evidence⁷. Allocations within the SRZ are mostly committed developments and have been considered by the Highway Authority within the context of an A6 Barton to Garstang Sustainable Transport Strategy⁸. This is detailed in the Local Plan at Appendix D which includes a specific initiative to address improvements in the vicinity of the site (Initiative 2).

- 2.2.3 It is noted that the dwelling capacity associated with SA1/16 replaces in part that associated with a refused planning application for 183 dwellings at Cabus (the Wyre Site Allocations Background Paper Annex A ED012a explains the background) which the highway authority had determined that it was acceptable.

- 2.2.4 The Key Development Considerations include a requirement to contribute to the above strategy.

2.3 *Are all the Key Development Considerations necessary and clear to the decision maker?*

- 2.3.1 Yes, they are.

- 2.3.2 The Council has responded to the Inspector's preliminary question⁹ in relation to the key development considerations and proposed modifications to improve the format of the policies and delete superfluous KDCs.

- 2.3.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local

⁶ Submission document Library Reference ED089, page 8

⁷ Submission Document Library Reference ED094a

⁸ Submission Document Library Reference ED094a, pages 22 to 23, and ED094b, Appendix E. Also Appendix D in the Local Plan.

⁹ Examination Document Library Reference - EL1.002b, paragraph 42

community.

Issue 3 – South of Prospect Farm, west of A6, Garstang (SA1/17)

3.1 *Is the extent of the allocation and its capacity appropriate?*

3.1.1 The Site Allocations Background Paper¹⁰ establishes the rationale for the allocation SA1/17. It explains that allocations SA1/16 and SA1/17 have been made to maximise allocations within the A6 corridor to meet the stated highway capacity as set by the highway evidence produced by Lancashire County Council¹¹. SA1/17 is regarded as a sustainable and appropriate location for residential development. The extent of the allocation has been determined by the need to maintain allocations within the highway capacity. The capacity is appropriate to the size of site.

3.2. *Is the Council satisfied that highway and transport impacts can be mitigated so that development of the site would be acceptable?*

3.2.1 Yes it is.

3.2.2 SA1/17 sits within the Severe Restriction Zone (SRZ) established by the highway evidence¹². Allocations within the SRZ are mostly committed developments and have been considered by the Highway Authority within the context of an A6 Barton to Garstang Sustainable Transport Strategy¹³. This is detailed in the Local Plan at Appendix D which includes a specific initiative to address improvements in the vicinity of the site at Longmoor Lane and along the A6 (Initiative 1 and 3).

3.2.3 It is noted that the dwelling capacity associated with SA1/17 in part replaces that associated with a refused planning application for 183 dwellings at Cabus (the Wyre Site Allocations Background Paper Annex A ED012a explains the background) which the highway authority had determined that it was acceptable.

3.2.4 The Key Development Considerations include a requirement to contribute to the above strategy, including improving access across the A6 to Garstang town centre.

3.3 *Are all the Key Development Considerations necessary and clear to the decision maker?*

3.3.1 Yes, they are.

3.3.2 The Council has responded to the Inspector's preliminary question¹⁴ in relation to the key development considerations and proposed modifications to improve the format of the policies.

¹⁰ Submission Document Library Reference ED012a, pages 49 to 51 & 56 to 59 and Annex A

¹¹ Submission Document Library Reference ED094a

¹² Submission Document Library Reference ED094a

¹³ Submission Document Library Reference ED094a, pages 22 to 23, and ED094b, Appendix E. It is also at Appendix D of the Local Plan.

¹⁴ Examination Document Library Reference EL1.002b, paragraph 42

3.3.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 4 – South of Kepple Lane, Garstang (SA1/18)

4.1 *Is the extent of the allocation and its capacity appropriate?*

4.1.1 Yes it is.

4.1.2 SA1/18 consists of two parcels of land, both of which are allocated for residential development in the 1999 Wyre Local Plan (H3/20)¹⁵ and have planning permission for residential development as follows (see plan at Appendix A):

- Parcel A – outline planning permission for 75 dwellings on some 2.65 hectares granted to the landowner on 7 April 2014 (planning application reference 14/00053). Reserved matters application received for 75 dwellings and currently under consideration (planning application reference: 17/00305).
- Parcel B – outline planning permission for 50 dwellings on some 1.47 hectares granted to Hollins Strategic Land on 1 March 2018 (planning application reference 17/00579).

4.1.3 The Publication Draft Wyre Local Plan assumes a capacity of 105 dwellings based on the permitted 77 dwellings at parcel A and 30 dwellings for parcel B. Given parcel B has a permission for 50 dwellings the Council propose a modification to reflect the approved position, i.e. a total capacity of 125 dwellings.

4.2 *Are all the Key Development Considerations necessary and clear to the decision maker?*

4.2.1 Yes, they are.

4.2.2 The Council has responded to the Inspector's preliminary question¹⁶ in relation to the key development considerations and proposed modifications to improve the format of the policies.

4.2.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 5 – Land west of A6, Garstang (SA3/5)

5.1 *Are all the Key Development Considerations necessary and clear to the decision maker?*

5.1.1 Yes, they are.

¹⁵ Submission Document Library Reference ED122

¹⁶ Examination Document Library Reference EL1.002b, paragraph 42

- 5.1.2 The Council has responded to the Inspector's preliminary question¹⁷ in relation to the key development considerations and proposed modifications to improve the format of the policies and delete superfluous KDCs.
- 5.1.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 6 – Bowgreave Housing Sites (SA1/19, SA1/20, SA1/21, SA1/22)

6.1 *What is the up to date position in relation to applications/permissions affecting the site(s)? (the LP indicates that all the sites either have planning permission or a resolution to grant)*

6.1.1 The position as of 31 March 2018 is as follows:

- SA1/19 – reserved matters approval granted to Baxter Homes on 17 August 2017 for 28 dwellings (planning application reference 17/00013).
- SA1/20 – position as per the Publication Draft Wyre Local Plan – i.e. outline planning approval granted subject to the signing of a S106 agreement.
- SA1/21 – outline planning permission granted to Property Capital PLC and others on 20 December 2017 for 45 dwellings (planning application reference 15/00928).
- SA1/22 – outline planning permission granted to Baxter Homes on 12 January 2018 for 95 dwellings (planning application reference 15/00891). A reserved matters application for 95 dwellings by Baxter Homes has been received and is pending consideration.

6.2 *Are the extent of the allocations and their capacity appropriate?*

6.2.1 Yes they are.

6.2.2 The Council has responded to the Inspector's preliminary question¹⁸ in relation to the key development considerations and proposed modifications to improve the format of the policies.

6.2.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

6.3 *Are all the Key Development Considerations necessary and clear to the decision maker?*

6.3.1 Yes, they are.

¹⁷ Examination Document Library Reference EL1.002b, paragraph 42

¹⁸ Examination Document Library Reference EL1.002b, paragraph 42

- 6.3.2 The Council has responded to the Inspector's preliminary question¹⁹ in relation to the key development considerations and proposed modifications to improve the format of the policies and remove superfluous KDCs.
- 6.3.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 7 – Catterall Housing and Mixed Use Sites (SA1/23, SA1/24, SA3/2)

7.1 *Is the mix of uses at SA3/2 appropriate?*

7.1.1 Yes it is.

7.1.2 Site SA3/2 is allocated for mixed use development (242 dwellings and 0.95ha employment). The whole site benefits from outline planning permission (planning application reference 15/00248) for 200 dwellings, 42 retirement apartments, 0.95ha employment, a new village centre and family pub. There have been subsequent reserved matters planning approvals on part of the site as follows (see plan at Appendix B):

- Parcel A – has reserved matters approval for 200 dwellings (planning application reference 16/01065) and is currently under construction.
- Parcel B – has reserved matters approval for village centre (planning application 17/00780) and is currently under construction.
- Parcel C – residual area is only covered by the outline planning permission
- Hatched area – this area is proposed to be removed from the allocation, see proposed modification to the policies map for SA3/2.

7.1.3 The mixed use allocation of SA3/2 supports sustainable communities in Catterall and Bowgreave. The employment provision at SA3/2 along with employment provision at SA2/1 provides employment land that is available for the open market (unlike allocation SA2/3 which provides expansion land for an existing business). The employment provision at SA3/2 and SA2/1 contributes towards the A6 corridor employment sub-market. It also provides for employment land in the southern part of the A6 sub-market and thus provides employment growth alongside the residential growth allocated in Catterall and Bowgreave for 649 dwellings²⁰.

7.1.4 In relation to the A6 sub market, a mixed use allocation that includes 4.68ha of employment is proposed at site allocation SA3/5 in Garstang, this is located in the northern part of the A6 employment sub market. Site SA3/5 is covered by two planning permissions: the first (planning application reference 14/00458) has outline planning permission that includes 4.68ha of employment land and is reflected in the site allocation SA3/5, the second application (planning application reference 16/00241) has a resolution to grant outline planning permission subject

¹⁹ Examination Document Library Reference EL1.002b, paragraph 42

²⁰ Site Allocations SA1/19, SA1/20, SA1/21, SA1/22, SA1/23, SA1/24 and SA3/2

to signing section 106 agreement that includes a lower provision of employment land at 2.6ha.

7.1.5 If planning permission is implemented for the lower employment land provision, whilst there would be sufficient employment supply within the whole borough, there may be a shortage of employment land available for the open market within the A6 employment sub market. If this situation emerges, the Council will have to cautiously monitor the employment take-up in the A6 corridor. This may trigger a need to review this aspect of the Local Plan to ensure the Local Plan supports sustainable economic growth, in line with paragraph 19 of the NPPF. The potential reduction in the employment supply in the A6 corridor reinforces the importance of the employment element of the mixed use allocation at SA3/2.

7.1.6 The Council considers the mix use allocation to be appropriate for the site and provides employment opportunities for the whole plan period. The allocation as a mixed use site also provides the opportunity for cross-subsidy from higher value uses to support the delivery of employment land.

7.2 *Are all the key development considerations necessary and clear to the decision maker?*

7.2.1 Yes they are.

7.2.2 The Council has responded to the Inspector's preliminary question²¹ in relation to the key development considerations and proposed modifications to improve the format of the policies.

7.2.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 8 – Catterall Employment and Development Opportunity Sites (SA2/3, SA2/4, SA7)

8.1 *What is the up to date position in relation to applications/permissions affecting the employment sites? (SD007g and EL1.002b indicate that planning permissions exist on both sites)*

8.1.1 The position as of 31 March 2018 is as follows:

- Site Allocation SA2/3: the whole site now benefits from outline planning permission (planning application reference 16/00955) that was issued on 27/07/2017.
- Site Allocation SA2/4: the whole site has a resolution to grant outline planning permission (planning application reference 16/00513) subject to the signing of a Section 106 agreement. The Section 106 agreement had not been signed at 31 March 2018 base date. The outline application includes an employment capacity of 1ha.

²¹ Examination Document Library Reference EL1.002b, paragraph 42

8.1.2 Modifications are proposed to the site allocations to reflect the up to date position at 31 March 2018.

8.1.3 In relation to the development opportunity site allocation SA7: Brockholes Industrial Estate Extension, the site is not covered by any extant planning permissions or pending planning applications for employment development.

8.2 ***Would inclusion of a residential component as part of SA7 assist in bringing the site forward whilst making a contribution to housing needs within the LP period?***

8.2.1 No it would not.

8.2.2 Residential development on SA7 is not considered appropriate.

8.2.3 Brockholes Industrial Estate is an existing employment area in Catterall identified under Policy EP2. The existing area is established, intensively developed and separated from existing housing areas located to the North and West. The Wyre Employment Land and Commercial Leisure Study²² recommends the employment area is protected for employment. The site is occupied by numerous operators (B1, B2 and B8 Use Class) and residential development within the development opportunity site SA7 could give rise to amenity issues and restrictions on industrial activities, including within the existing employment area and the development opportunity site. Residential development could also prejudice the development of SA7 for employment development which will form a natural extension to the existing employment area that could contribute to the employment requirement for this or a future Plan period.

8.2.4 Policy SA7 allows for non-retail commercial development which could raise the value of the site and assist in the site coming forward.

8.2.5 The Site Allocations Background Paper²³ provides commentary regarding the numerous constraints that affect the site. As an allocation or part of an allocation for residential, this is not supported by the highway evidence as it would exceed the highway cap for the A6 catchment. Consequently, there is no certainty that the site can be delivered for housing. Furthermore there are more appropriate sites for housing on the A6 corridor that could meet housing needs if there was additional highway capacity.

8.3 ***Are all the Key Development Considerations necessary and clear to the decision maker?***

8.3.1 Yes they are.

8.3.2 The Council has responded to the Inspector's preliminary question²⁴ in relation to the key development considerations and proposed modifications to improve the format of the policies.

²² Submission Document Library Reference ED103, page 118 to 119

²³ Submission Document Library Reference ED012a, page 32 to 33

²⁴ Examination Document Library Reference EL1.002b, paragraph 42

8.3.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 9 – Barton Housing Sites (SA1/25, SA1/26, SA1/27)

9.1 *What is the up to date position in relation to applications/permissions affecting the site(s)? (the LP indicates that all the sites have a resolution to grant planning permission)*

9.1.1 The position as of 31 March 2018 is as follows:

- Site Allocation SA1/25: the whole site now benefits from outline planning permission (planning application reference 16/00625) that was issued on 3/01/2018. A Reserved Matters planning application (planning application reference 18/00025) for the 72 dwellings is also pending determination.
- Site Allocation SA1/26: the whole site has a resolution to grant outline planning permission (planning application number 16/00807) subject to the signing of a Section 106 agreement.
- Site Allocation SA1/27: the whole site has a resolution to grant full planning permission (planning application reference 16/00090) subject to the signing of a Section 106 agreement.

9.1.2 A modification is proposed to site allocations to reflect the position at 31 March 2018.

9.2 *Are the extent of the allocations and their capacities appropriate, noting in particular the location of Shepherd's Farm in relation to SA1/26?*

9.2.1 Yes they are.

9.2.2 The Council considers the extent of the allocations and their capacity to be appropriate. The allocations and capacities reflect the planning permission (SA1/25) or the resolution to grant planning permission (SA1/26 and SA1/27) that cover the whole of the respective allocations.

9.2.3 The Council has responded to the Inspector's preliminary question²⁵ in relation to the inclusion of Shepherd's Farm within site allocation SA1/26. The Council does not consider it appropriate to extend allocation SA1/26 to include Shepherd's Farm as there is uncertainty over its deliverability in terms of highway capacity. The site being located within the settlement boundary could come forward as a windfall site subject to highway considerations.

9.3 *Are all the Key Development Considerations necessary and clear to the decision maker?*

9.3.1 Yes they are.

²⁵ Examination Document Library Reference EL1.002b, paragraph 67

- 9.3.2 The Council has responded to the Inspector’s preliminary question²⁶ in relation to the key development considerations and proposed modifications to improve the format of the policies.
- 9.3.3 The KDCs as proposed to be modified address relevant matters which must be taken into account in preparing the masterplan and the details of a planning application. They provide a useful reference for developers and the local community.

Issue 10 - Infrastructure

10.1 Will the infrastructure to support the scale of development proposed in the settlements be provided in the right place and at the right time, including that related to transport, the highway network, health, education and open space?

- 10.1.1 The Local Plan is supported by an Infrastructure Delivery Plan (IDP)²⁷ that sets out the level of new or improved infrastructure required to deliver the Local Plan. It has been produced through a proactive and on-going process of engagement with all infrastructure providers, including those involved in delivering health, education, utility and highway infrastructure.
- 10.1.2 Open space is recognised as a part of the Borough’s infrastructure. The Local Plan, through Policy CDMP4 and HP9, provides the policy basis for the provision of Green Infrastructure, both on and off site as appropriate.
- 10.1.3 Section 23 of the IDP sets out a schedule of infrastructure provision, with costings and delivery agencies identified where known. This includes the need for additional primary school places in Garstang which is reflected the allocation SA1/16 which requires land to be set-aside within the allocation to facilitate this requirement as an integral part of the proposed development. Allocated sites within the A6 Severe Restriction Zone are required to make a financial contribution to the A6 Barton to Garstang Sustainable Transport Strategy²⁸ to mitigate the impact of development on the A6.
- 10.1.4 The Council will continue to work with infrastructure providers to ensure that the right infrastructure will be delivered in the right place and at the right time.

Issue 11 – Delivery

11.1 Are the assumptions about the rate of delivery of houses from the allocations realistic?

- 11.1.1 Yes, they are
- 11.1.2 The updated housing trajectory is appended to the Council’s statement on matter 4, this shows the anticipated delivery rates for each allocation. There is nothing to prevent sites coming forward in a different manner to that set out in the

²⁶ Examination Document Library Reference EL1.002b, paragraph 42

²⁷ Submission Document Library Reference ED004

²⁸ Examination Document Library Reference ED094a, page 22

trajectory, for example if a site is selling faster than expected a faster build out rate could be achieved. Equally, there may be a delay in a site commencing if unanticipated issues are required to be addressed emerge in early survey work.

11.1.3 The trajectory is a representation in time of expected delivery using annual monitoring and information received from land owners/agents/developers.²⁹ The outcome of the monitoring and contact with owners/agents/developers has informed the application of the standard assumptions on build out rates set out in paragraph 7.27 in the Housing Background Paper. The Council has applied planning judgement on available information as to what is considered an average likely lead in and build out rate.

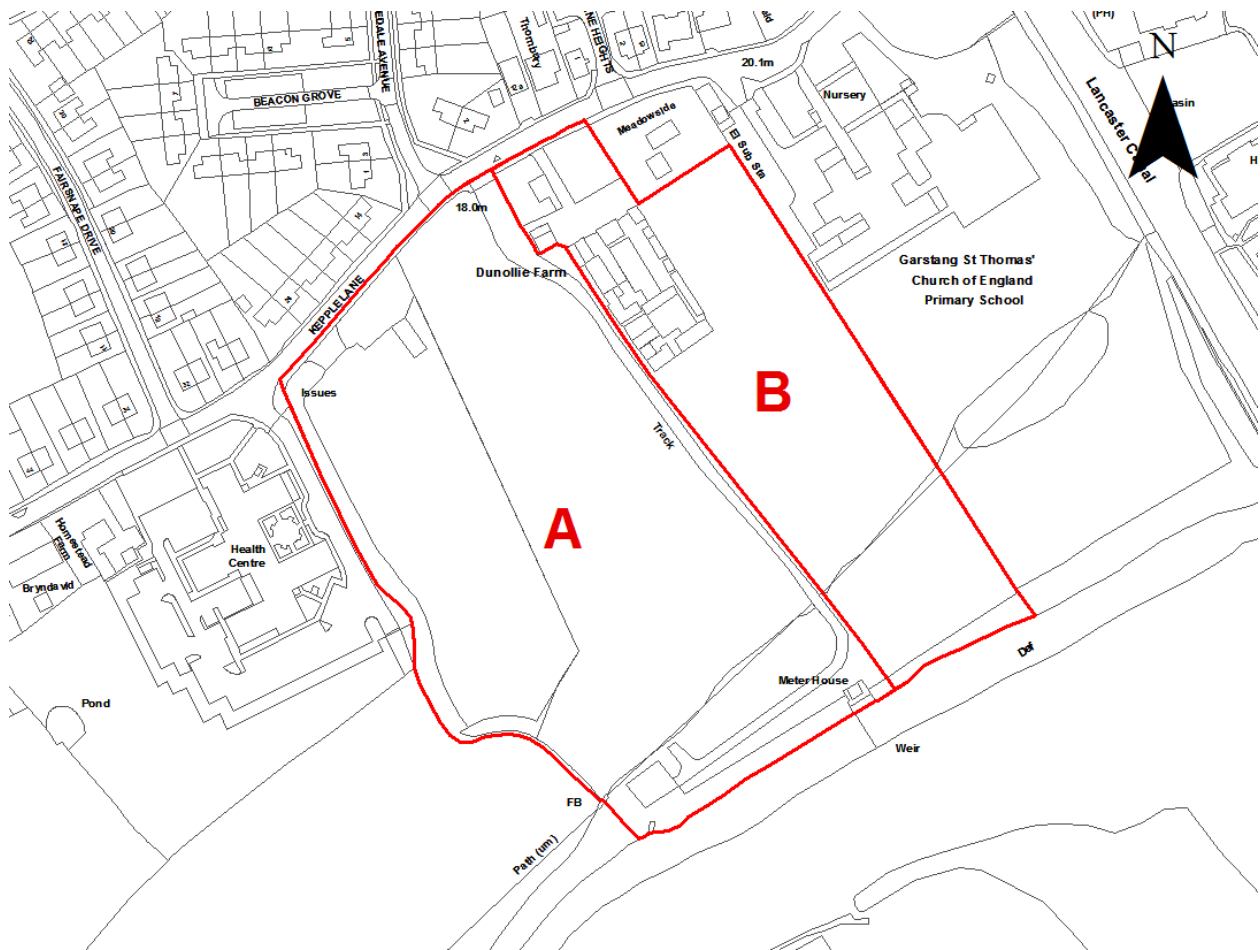
²⁹ Agents / developers and landowners were contacted in May / June 2017. A similar exercise has not been possible in 2018.

APPENDIX A

SA1/18 - South of Kepple Lane, Garstang - Current Planning Position

Parcel A – outline planning permission for 75 dwellings on some 2.65 hectares granted to the landowner on 7 April 2014 (planning application reference 14/00053). Reserved matters application received for 75 dwellings and currently under consideration (planning application reference: 17/00305).

Parcel B – outline planning permission for 50 dwellings on some 1.47 hectares granted to Hollins Strategic Land on 1 March 2018 (planning application reference 17/00579).



APPENDIX B

SA3/2 - Joe Lane, Catterall – Current Planning Position

Parcel A – has reserved matters approval for 200 dwellings (planning application reference 16/01065) and is currently under construction.

Parcel B – has reserved matters approval for a village centre (planning application 17/00780) and is currently under construction.

Parcel C – residual area is only covered by the outline planning permission

Hatched area – this area is proposed to be removed from the allocation, see proposed modification to the policies map for SA3/2.

