



Dear Councillor,

CENTRAL LANCASHIRE STRATEGIC PLANNING JOINT ADVISORY COMMITTEE - TUESDAY, 3RD APRIL 2018

The next meeting of the Central Lancashire Strategic Planning Joint Advisory Committee to be held in the Council Chamber, Town Hall, Chorley on Tuesday, 3rd April 2018 at 5.30 pm. Entrance to the Town Hall during the evening can be gained from the doors on St Thomas's Road, opposite the Police Station.

The agenda and accompanying reports for consideration at the meeting are enclosed.

The agenda papers are being sent to both appointed and substitute Members. Any appointed Member who cannot attend on Tuesday 3 April is asked to first contact their substitute to see if he or she can attend instead. Then please contact Ruth Rimmington either by telephone or email at the address below to give their apology with an indication of whether the substitute Member will attend.

Yours sincerely

Gary Hall
Chief Executive of Chorley Council

Ruth Rimmington
Democratic and Member Services Officer
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Distribution

All members of the Central Lancashire Strategic Planning Joint Advisory Committee

Councillors

Councillors Alistair Bradley (Chorley Council), Paul Walmsley (Chorley Council), Martin Boardman (Chorley Council), Neil Cartwright (Preston City Council), Councillor Moss (Preston City Council), Councillor John Potter (Preston City Council), Jon Hesketh (South Ribble Borough Council), Councillor Joseph Hughes MBE (South Ribble Borough Council), Rebecca Noblet (South Ribble Borough Council), County Councillor Michael Green (Lancashire County Council), Jim Marsh (Lancashire County Council) and Barrie Yates (Lancashire County Council).



CENTRAL LANCASHIRE STRATEGIC PLANNING JOINT ADVISORY COMMITTEE

AGENDA

1 **Appointment of Chair for the Meeting**

2 **Welcome by Chair and Introductions**

3 **Apologies for absence**

4 **Minutes of the Last Meeting (Pages 5 - 8)**

5 **Declarations of Any Interests**

Members are reminded of their responsibility to declare any pecuniary interest in respect of matters contained in this agenda.

If you have a pecuniary interest you must withdraw from the meeting. Normally you should leave the room before the business starts to be discussed. You do, however, have the same right to speak as a member of the public and may remain in the room to enable you to exercise that right and then leave immediately. In either case you must not seek to improperly influence a decision on the matter.

6 **National Planning Policy Framework (Pages 9 - 14)**

Report of Central Lancashire Planning Policy Officers

7 **Supporting Housing Delivery through Developer Contributions - Summary Overview (Pages 15 - 18)**

Report of Director (Business, Development and Growth) (Chorley Council)

8 **Central Lancashire Employment and Skills Supplementary Planning Document (Pages 19 - 22)**

Report of the Director (Business, Development and Growth) (Chorley Council)

9 **Local Plan Review Update**

A verbal report will be presented at the meeting.

10 **Central Lancashire Local Development Scheme (Pages 23 - 32)**

Report of Central Lancashire Planning Policy Officers

11 **City Deal Update**

A verbal report will be presented at the meeting. This will include an update of the Central Lancashire Transport Plan.

12 **Dates of Future Meetings**

To note that provisionally the next meeting of the Joint Advisory Committee is to be held at Lancashire County Council, County Hall, Preston on 5 June 2018 at 5.30pm.

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MINUTES OF CENTRAL LANCASHIRE STRATEGIC PLANNING JOINT ADVISORY COMMITTEE

MEETING DATE Tuesday, 30 January 2018

MEMBERS PRESENT: Councillors Jon Hesketh, (South Ribble Council), Cliff Hughes (South Ribble Council), Paul Walmsley (Chorley Council), Peter Moss (Preston City Council), J Potter (Preston City Council), Chris France (Chorley Council) (Reserve), Roy Lees (Chorley Council) (Reserve), Jim Marsh (Lancashire County Council) and Barrie Yates (Lancashire County Council)

OFFICERS: Jonathan Noad (Planning Manager) - South Ribble Council, Keith Molloy (Enterprise Manager) - South Ribble Council Zoe Whiteside (Development and Regeneration Manager) - Chorley Council, Mike Molyneaux (Planning Policy Manager) - Preston City Council, Chris Hayward (Assistant Director (Principal Planning Officer) - Preston City Council, Chris Blackburn (Senior Planning Officer) - Preston City Council, Marcus Hudson (Head of Planning) - Lancashire County Council and Dave Lee (Democratic Services Officer) – South Ribble Council

OTHER MEMBERS: 0

PUBLIC: 0

55 Appointment of Chair for the Meeting

UNANIMOUSLY RESOLVED:

That Councillor Hughes be appointed Chairman for the meeting.

56 Welcome by Chair and Introductions

The Chairman, Councillor Hughes, welcomed those present to the meeting.

It was reported that this would be Mike Molyneux's last meeting of the Joint Advisory Committee at Preston City Council. The Joint Advisory Committee thanked him for his excellent contribution to the work of this committee (and the wider areas) and wished him every success for the future.

57 Apologies for absence

Apologies for absence were submitted on behalf of Councillors Martin Boardman (Chorley Borough Council), Alistair Bradley (Chorley Borough Council), Neil Cartwright (Preston City Council), Susan Whittam (Substitute, Preston City Council), Mike Nelson (Substitute, South Ribble Borough Council) and County Councillor

Michael Green (Lancashire County Council) and Heather McManus (South Ribble Borough Council).

58 Declarations of Any Interests

There were no declarations of interest declared.

59 Minutes of the Last Meeting

UNANIMOUSLY RESOLVED:

That the minutes of the Central Lancashire Strategic Planning Joint Advisory Committee meeting held on 5 September 2017 be confirmed as a correct record.

60 Local Plan Review

The Joint Advisory Committee considered a report by officers from Chorley Borough Council outlining the resource implications for undertaking a review of the Central Lancashire Local Development Plan (currently known as the 'Core Strategy' of the Local Development Framework).

UNANIMOUSLY RESOLVED:

That –

1. a commitment be made to work in collaboration as Central Lancashire (Preston, Chorley and South Ribble) to develop and submit for approval to Secretary of State, a single Central Lancashire Local Development Plan (or Local Plan).
2. the costs for the staffing and non-staffing costs as set out in the report be shared.

61 Advisory Note for Electric Charging of Vehicles

The Committee considered a report by officers from Preston City Council on the planning implications in the growth of pure electric and hybrid vehicles, particularly in residential developments.

UNANIMOUSLY RESOLVED:

That –

1. the report and the work on progressing supplementary planning guidance be noted.
2. support be given to progress through each authority in taking this forward.

62 Affordable Housing SPD

The Committee considered a report by officers from Preston City Council on the progress of the preparation of an updated Affordable Housing Supplementary Planning Document.

UNANIMOUSLY RESOLVED:

That the report be noted.

63 Implementation of the Employment Skills SPD

The Chair informed the meeting that this item had been withdrawn.

64 Employment Land Review

The Committee considered a report by officers from Chorley Borough Council on the findings of the Central Lancashire Employment Land Study 2017.

UNANIMOUSLY RESOLVED:

That the report be noted.

65 CIL Update

Officers from Preston City Council provided a verbal update on CIL.

UNANIMOUSLY RESOLVED:

That the verbal update be noted.

66 City Deal Update

Officers from Lancashire County Council provided a verbal update on the City Deal.

UNANIMOUSLY RESOLVED:

That the verbal update be noted.

67 Preston City Transport Plan

Officers from Lancashire County Council gave a presentation to the Committee on Preston City Transport Plan.

UNANIMOUSLY RESOLVED:

That the presentation be noted.

68 Dates of Future Meetings

UNANIMOUSLY RESOLVED:

That future meetings of the Joint Advisory Committee be held at 5.30pm on the following dates/host authority.

Date of Meeting	Host Authority
Tuesday 3 April 2018 (next meeting)	Chorley
Tuesday 5 June 2018	Provisionally at Lancashire County Council (tbc)
Tuesday 4 September 2018	South Ribble
Tuesday 13 November 2018	Chorley
Tuesday 29 January 2019	Preston
Tuesday 26 March 2019	South Ribble

Chair

Date



Report of	Meeting	Date
Central Lancashire Planning Policy Officers	Joint Advisory Committee	3 rd April 2018

NATIONAL PLANNING POLICY FRAMEWORK

PURPOSE OF REPORT

1. To provide members with an overview of the consultation proposals within the draft National Planning Policy Framework (NPPF) published Monday 5th March 2018

RECOMMENDATION(S)

2. To note the contents of the report

EXECUTIVE SUMMARY OF REPORT

3. A number of key documents were published on Monday 5th March 2018 by MHCLG for consultation ahead of the implementation of a revised NPPF by the end of summer 2018. These are informed by the housing white paper, Fixing Our Broken Housing Market.
4. These new policies will inform national planning policy and will impact on local and sub-regional plan-making including engagement (formal and informal) with neighbouring authorities and also development management.
5. The consultations runs from 5th March 2018 until 10th May 2018 and it will be important to align the three councils' responses where possible, given we are working collectively on a joint local development plan.
6. The purpose of this paper is to provide a very high level summary of the proposed NPPF, focussing on the proposed changes. It will not include all the detailed proposals or consultation questions, rather highlight those of particular importance or where there are likely to be significant implications or risks. The paper is structured to list in bullet points the main proposals or policy measures and then where relevant, detail any associated risks of significance.
7. The MHCLG have published two documents, the full draft NPPF and a summary of the consultation proposals. The NPPF is the single document which provides the statutory guidance for plan-making in England and has material weight in plan-making and development management decisions.
8. The direction of travel for these policies is very much about accelerating house building and achieving sustainable development which includes economic, social and environmental objectives.

At the heart of this is a presumption in favour of sustainable development. In short, this means that for plan-making, plans should seek to meet development needs of their area and strategic plans should as a minimum, meet the Objectively Assessed Need for housing as well as unmet needs from neighbouring areas, save application of policies that protect areas or assets or where there are adverse effects. For decision-taking, it means approving development which accords with an up-to-date plan or, where there are no policies or these are out of date, granting permission unless NPPF provides a policy reason to refuse (for example protecting the areas) or any adverse impact of doing so would significant and demonstrable outweigh the benefits.

9. The paper needs to be considered in the context of the Central Lancashire Partnership for developing a local plan and what the implications may be for the review of the shared policies, in particular, the distribution of housing.

PLAN-MAKING

10. There is the new requirement for authorities to review plan policies every five years following the date of adoption, with updates, if necessary, to reflect changing circumstances.
11. It allows planning authorities to work together to produce a joint local plan (the approach we are undertaking in Central Lancashire). For more detailed issues, local policies can be included either within the local plan or neighbourhood plans, collectively producing a development plan.
12. Introduces the expectation that plans should use digital tools to assist consultation and presentation of policy.
13. Local plans must address strategic priorities of an area looking ahead over a minimum of 15 years from adoption.
14. Authorities working jointly and or strategically should prepare and maintain one or more statements of common ground and make public during plan-making.

VIABILITY

15. There is a new approach to viability proposed through which local plans are expected to be able to demonstrate the developer contributions expected from development. Plans will define when and in what format viability assessments are required.
16. Proposals that all viability assessments are to be made publicly available.
17. There may be a policy requirement to mandate the use of review mechanisms for large or multi-phased development.
18. Where an application complies with all relevant policies, there is no need for a viability assessment.

HOUSING NEED AND THE HOUSING REQUIREMENT

19. There is a new standard method for the calculation of local housing need proposed (this was published earlier in the year and the figures provided by MHCLG for the three local authority areas of Chorley, Preston and South Ribble were 634, 228 and 225 respectively).
20. There should be clear policies for addressing the housing requirements of groups with particular needs. Students and travellers have been added to the list.
21. This is an area which we will need to consider carefully as our existing plans do not provide explicit requirements for different groups. This could be useful, particularly for groups such as older people as the housing delivery profile is generally 3,4 and 5 bed houses only and very little for older people.

22. Local authorities should provide a housing requirement figure for designated neighbourhood areas.

AFFORDABLE HOME OWNERSHIP

23. Policies and decisions of homes on major housing sites should expect at least 10% of the homes to be available for affordable home ownership (unless it would exceed the level of affordable housing required in the area or prejudice the ability to meet identified housing needs of specific groups)

HOUSING SUPPLY AND DELIVERY INCLUDING THE HOUSING DELIVERY TEST (HDT)

24. There is a technical document which accompanies the NPPF called the 'Housing Delivery Test Draft Measurement Rule Book' and this provides the proposed formula which will be applied annually to determine the number of homes required and assess each local authority's performance.

25. The Housing Delivery Test (HDT) is the annual measurement of housing delivery performance in a plan-making authority area. The HDT does not apply to National Park Authorities or to development corporations without full plan making and decision making powers. The consequences of failing the HDT are set out below.

26. The HDT is the % measurement of the number of net homes delivered against the number of homes required in a plan-making authority area.

27. The diagram below is the excerpt from the rule book illustrating the formula.

2. The HDT is the percentage measurement of the number of **net homes delivered** (Table 1) against the **number of homes required** in a plan-making authority area.

$$\text{Housing Delivery Test (\%)} = \frac{\text{Total net homes delivered over three year period}}{\text{Total number of homes required over three year period}}$$

28. The rule book sets out the arrangements for what figure will be used for the number of homes required. This states that where the latest adopted housing requirement figure for the plan period has been tested through examination which less than 5 years old, the figure for the number of homes required to be used for the HDT is the lower of :

- The latest adopted housing requirement figure
- The local housing need figure (projected household growth for financial years 2014-15 to 2017-2018) and unmet neighbours need figure.

29. If the housing requirement figure is more than 5 years and needs revising, the local housing need figure (projected household growth for 2014-2015 to 2017-20-18) will be applied to each year of the HDT period.

30. It is not yet clear if paragraph 12 applies to the Central Lancashire authorities individually or as a whole. I.e. it is not clear if the need figure for the purposes of the HDT can be amalgamated and a redistribution agreed (in accordance with the MOU and Core Strategy), OR if the HDT will apply to each respective council individually, until a new plan is in place.

31. The rule book includes a table setting out the housing figures for the HDT, depending on the type and age of the strategic housing policies however it does not refer to a joint local plan that is more than five years old.

32. NPPF proposes that from 2020, the presumption in favour of sustainable development will apply where delivery is below 75% of the authority's housing requirement. This could include linking payment of the New Homes Bonus (NHB) to the housing delivery test or the standard approach to local housing need. The government will consult on any further changes to the NHB before proposed implementation in 2019-20.

HOUSING LAND SUPPLY

33. The 5 year land supply position should be capable of being agreed for a one year period. The policy proposes that this should be demonstrated either through a recently adopted plan, or through a subsequent annual position statement.
34. Authorities should consider imposing a planning condition to bring forward development within two years, except where a shorter timescale could hinder the viability or deliverability of a scheme. It also encourages local planning authorities to consider why major sites have not been built out when considering subsequent planning applications.
35. The Government would consult on allowing the development of exception sites to provide entry-level homes suitable for first-time buyers, where a local need is identified.

ECONOMY

36. Local Plans are to set out a clear economic vision and set criteria or identify strategic sites.
37. When allocating sites to meet the need for town centre uses, policies should look at least ten years ahead.
38. It also provides that town centre boundaries should be kept under review so that identified needs for town centre uses can be accommodated, recognising that it is difficult for retail forecasts to look beyond ten years.
39. The expectation is that office developments outside town centres are subject to an impact assessment, where the development is over a certain floor space threshold.
40. All designs should prioritise pedestrian and cycle movements, followed by access to high quality public transport (so far as possible) as well as to reflect the importance of creating well-designed places.

DIGITAL INFRASTRUCTURE

41. Plan policies should set out expectations in relation to the delivery of high quality digital infrastructure, which provides access to services from a range of providers.

DESIGN

42. There should be more intensive use of existing land and buildings and policies to avoid building homes at low densities in areas of high demand, pursuing higher-density housing in accessible locations, while reflecting the character and infrastructure capacity of each area.
43. There should be more effective use of empty space above shops – with the proposed policy widening this to refer to other situations where under-utilised land and buildings could be used more effectively.
44. Proposals to reallocate land where there is no reasonable prospect of an application coming forward for the allocated use – with the proposed policy also setting out how alternative uses should be considered ahead of a plan review taking place.
45. Proposals to make it easier to convert retail and employment land to housing where this would be a more effective use

GREEN BELT

46. The Framework maintains the strong protections of the Green Belt and retains a high bar before Green Belt land may be released.
47. Brownfield land in the Green Belt is to be used for affordable housing, where there is no substantial harm to openness. The proposal broadens the previous proposal to allow brownfield land in the Green Belt to be used for Starter Homes so that, subject to Green Belt protections, all residential developments that contribute to meeting an identified local affordable housing need can use brownfield land, allowing local planning authorities to use this land more flexibly in response to local circumstances.

TRANSPORT

48. Authorities expected to identify additional development opportunities arising from strategic infrastructure investment and transport issues to be considered from earliest stages of plan-making.

TRANSITIONAL ARRANGEMENTS

49. Full weight will be given to NPPF from date of publication and due weight will be given to local plans adopted before this date.
50. Housing Delivery Test (HDT) will apply from the day following the publication of the Housing Delivery Test Results in November 2018.
51. Substantial under-delivery means that where the HDT test results published in:
- November 2018 indicate that delivery was below 25% of housing required over the previous three years;
 - November 2019 indicate that delivery was below 45% of housing required over the previous three years;
 - November 2020 and in subsequent years indicate that delivery was below 75% of housing required over the previous three years.

NEXT STEPS

52. The next steps for officers include:
- Draft consultation responses for the respective three councils, aligning where possible and present to their portfolio holders for approval to submit to MHCLG by 10th May 2018.
 - Seek Counsel Opinion on the transitional implications for Central Lancashire in terms of development and any steps which may be taken to protect non-allocated sites from coming forward.
 - Follow up clarification with MHCLG on the HDT /housing needs figure and transitional arrangements for groups of authorities working together.
 - Develop a shared 5 year plan /trajectory to see what likely delivery to be achieved across Central Lancashire is.
 - Consider the resource implications of new measures.
 - Continue to progress Local Plan review including robust partnership arrangements

Report Author	Tel	Email	Doc ID
Zoe Whiteside	01257 515151	Zoe.whitesider@chorley.gov.uk	



Report of	Meeting	Date
Director (Business, Development and Growth), Chorley Council	Central Lancashire Strategic Planning Joint Advisory Committee	3 April 2018

SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS – SUMMARY OVERVIEW

PURPOSE OF REPORT

- To inform Members of the MHCLG’s consultation on “Supporting housing delivery through developer contributions” this proposes changes to the Community Infrastructure Levy and Section 106 Planning Obligations.

RECOMMENDATION(S)

- That the report be noted.

EXECUTIVE SUMMARY OF REPORT

- A national consultation has been launched on a number of detailed proposals on the Community Infrastructure Levy such as removing the restriction of Section 106 pooling towards a single piece of infrastructure where a local authority has adopted CIL and speeding up the process of setting and revising CIL to make it easier to respond to changes to the market.

Confidential report Please bold as appropriate	Yes	No

CORPORATE PRIORITIES

- This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all	X	A strong local economy	X
Clean, safe and healthy communities	X	An ambitious council that does more to meet the needs of residents and the local area	X

BACKGROUND

- The CIL for the three Central Lancashire authorities was adopted in August 2013 and the levy came into effect on the 1 September 2013 in Chorley & South Ribble & on the 30 September 2013 in Preston.
- The Community Infrastructure Levy (CIL) is intended to be used for general infrastructure

contributions whilst Section 106 obligations are for site specific mitigation. The Government's intention was to ensure that the CIL and S106 are used to complement one another as methods of securing infrastructure and community benefits.

7. The Community Infrastructure Regulations 2010 (as amended) restricts the use of planning obligations where there have been 5 or more obligations in respect of a specific infrastructure project or type of infrastructure entered into on or after 6 April 2010.
8. The intention of CIL was to create a more transparent way of charging for development contributions, which was less time consuming as it is non-negotiable and does not rely on the agreement of numerous parties to draft, agree, create, and sign a legal agreement. Nor is there a requirement for a Local Authority to prove the CIL contributions meet the statutory tests which are applied to S106 contribution requests:
 - Necessary to make the development acceptable in planning terms
 - Directly related to the development
 - Fairly and reasonably related in scale and kind to the development
9. In November 2015, the Government commissioned an independent review into the Community Infrastructure Levy (CIL), and its relationship with planning obligations. The Review was published in February 2017. It found that the system of developer contributions was not as fast, simple, certain or transparent as originally intended.
10. The Government announced a package of reforms at the Autumn Budget 2017 in response to the CIL Review. These reforms are intended to complement the proposed changes to viability in the National Planning Policy Framework (NPPF) and make the system of developer contributions more transparent and accountable.

SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS (CONSULTATION)

11. The MHCLG published this consultation setting out that the current system of developer contributions is not working as well as it should, is too complex and uncertain. The Government proposes reforms and changes which will provide continuity and certainty for developers in the short term. **Annex A** of the consultation poses 34 consultation questions and further details of the proposals. The government considers these reforms will benefit the local authorities who administer them, developers who pay them and the communities in which development takes place. The reforms that are being proposed in this consultation will enable the necessary supporting infrastructure to be built and to continue to support the delivery of affordable housing. The reforms proposed are:
 - 12 **Reducing complexity and increasing certainty:**
 - **Remove the S106 pooling restriction** in areas:
 - that have adopted CIL;
 - where local authorities fall under a threshold based on the tenth percentile of average new build house prices, meaning CIL cannot be feasibly charged (those authorities where average new build prices are within the lowest 10% of those in England would have restrictions removed); or
 - where development is planned on several strategic sites.

The government will retain the pooling restriction in other circumstances by ensuring that other tariff based approaches are avoided by local authorities that have taken a policy decision not to implement CIL. The changes will avoid the unnecessary complexity that pooling restrictions can generate.

- **Ensure that requirements for setting and revising a CIL charging schedule are proportionate**, by replacing the current statutory formal consultation requirements (two stages of consultation) with a requirement to publish a statement on how an authority has sought an appropriate level of engagement. This would be considered by an Examiner

through the CIL examination process, and would allow authorities to set schedules more quickly and to expedite revising them in response to changes in circumstance.

- **Streamline the process for local authorities to set and revise CIL charging schedules** by aligning the requirements for evidence on infrastructure need and viability with the evidence required for local plan making. This will reduce the burden on local authorities and make introducing CIL more attractive, providing greater clarity on the appropriate evidence base.
- **Improvements to the operation of CIL** to include a more proportionate approach to administering exemptions. Exemptions available for CIL need to be granted by the charging authority prior to the start of works on site. A developer must submit a Commencement Notice to the charging authority prior to the start of works on site to confirm exemption. Failure to do so results in the exemption being removed, the full levy liability then becomes due immediately, and any ability to pay the levy in phases is removed. The Government proposes to relax the Commencement Notice requirement by providing a 2 month grace period for developers to submit a Commencement Notice in relation to exempted development but is also asking for clarification whether a small penalty should be applied. Further improvements include clarifying how indexation is applied where a planning permission is amended; and extending abatement provisions to phased planning permissions secured before the introduction of CIL (this provision does not apply to Chorley).

- 13 **Supporting Swifter Development:** Viability Assessment is a process of assessing whether a site may be financially viable, by looking at whether the value generated by a development is more than the cost of developing it. The interpretation of existing policy has led to an increase in the use of viability assessment in planning application negotiations to such a degree that it causes complexity and uncertainty and results in fewer contributions for infrastructure and affordable housing than required by local policies. Viability assessments are often withheld from the public on the grounds of commercial confidentiality, which has generated concern over transparency and how viability assessments are used to inform decisions.

The Government proposes as part of the revised National Planning Policy Framework consultation (also published March 2018) to:

- **Improve viability assessment in plan making** and ensure that where a proposed development accords with all relevant policies in the local development plan (e.g. provision of affordable housing) there is no need for a viability assessment to accompany the planning application. This will reduce scope for delays and protracted negotiations at the planning application stage.
- **Enable transparency and accountability** by expecting all viability assessments to be conducted on an open book basis, be publically available and to use the government's recommended definitions of key factors, as set out in guidance.

- 14 **Increasing Market Responsiveness:**

- **Allowing CIL charging schedules to be set based on the existing use of land, rather than on the basis of the type and scale of the proposed development.** This will allow authorities to set rates which better reflect the uplift in land values between a proposed and existing use. Rather than setting a flat rate for all development of the same type (residential, commercial, etc.), a local authority will have the option to have a different rate for different changes in land use (agricultural to residential, commercial to residential, industrial to residential). This will allow local authorities to better capture an amount which better represents the infrastructure needs and the value generated through planning permissions. Local authorities will continue to have the ability to set CIL at a low or zero rate to support regeneration.
- **Simplify the charging of CIL on complex sites.** Some complex sites for development may have multiple existing uses. This could create significant additional complexity in assessing how different CIL rates should be apportioned within a site, if a charging authority has chosen to set rates based on the existing use of land. In these circumstances, the Government proposes:

- encouraging the use of specific rates for large strategic sites (i.e. with a single rate set for the entire site)
- charging on the basis of the majority use where 80% of the site is in a single existing use, or where the site is particularly small; and
- other complex sites could be charged at a generic rate, set without reference to the existing use of the land, or have charges apportioned between the different existing uses.
- **Indexation Changes** CIL charges are applied at the point development is permitted and indexed to the build costs which reflects changes in contractor costs, and is used to account for changes in the costs of delivering infrastructure. However, contractor costs do not necessarily increase at the same rate as house price inflation. Since 2001, average annual house prices across England and Wales have risen faster than contractor costs. This means the impact that a rate has on the viability of development reduces over time, and the local authority collects less than could otherwise be the case. To address these issues the Government proposes to **Index residential development to regional or local authority house prices. For non-residential development the Government could index commercial development to a factor of house prices and Consumer Price Index (CPI), or to CPI alone.** This will ensure that charging schedules stay up to date in terms of the impact on viability. This reduces the need for local authorities to revise charging schedules, and creates more long-term certainty for developers. Indexation could be applied on a regional or local authority basis, to account for differing housing markets in different areas.

15 **Improving Transparency and increasing accountability:**

- **Remove regulatory requirements for Regulation 123 lists** which do not provide clarity or certainty about how developer contributions will be used. The Government proposes to remove the restrictions on section 106 obligations in regulation 123 and replace Regulation 123 lists. (The Regulations (paragraph) 123 provides for a charging authority to set out a list of projects or types of infrastructure referred to as the 'Regulation 123 List'. It is at the charging authorities discretion as to which projects are allocated funding and how much. This is a 'living' document and is the subject of on-going update and monitoring)
- **Amend the CIL Regulations to require the publication of annual Infrastructure Funding Statements in an open data format** that explain how the spending of any forecasted income from both CIL and section 106 planning obligations over the next five years will be prioritised and to monitor funds received and their use.
- **Local authorities** are being asked if they want may to seek a sum as part of 106 planning obligations for monitoring planning obligations
- Giving **Combined Authorities and planning joint committees with statutory plan-making functions the ability to introduce a Strategic Infrastructure Tariff (SIT)**, in the same way that the London Mayoral CIL is providing funding towards Crossrail. The SIT would be additional to CIL and viability would be examined in public. Consultation will be undertaken on whether it should be used to fund both strategic and local infrastructure.

NEXT STEPS

- 16 Each authority will provide a separate response to this consultation by 10 May 2018 whilst Central Lancashire officers will make sure the responses are aligned.

Report Author	Ext	Date	Doc ID
Alison Marland	01257 515281	21/03/18	https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/685428/Developer_Contributions_Consultation.pdf



Report of	Meeting	Date
Jonathan Noad	Central Lancashire Strategic Planning Joint Advisory Committee	3 rd April 2018

CENTRAL LANCASHIRE EMPLOYMENT AND SKILLS SUPPLEMENTARY PLANNING DOCUMENT - NATIONAL SKILLS ACADEMY FOR CONSTRUCTION CLIENT BASED APPROACH

PURPOSE OF REPORT

1. To seek the support of the Joint Advisory Committee for a submission to the Construction Industry Training Board of an application for the approval of Client Based Approach Status.

RECOMMENDATION(S)

2. The Joint Advisory Committee is recommended to approve the submission to the Construction Industry Training Board of an application for the approval of Client Based Approach Status

EXECUTIVE SUMMARY OF REPORT

3. This report sets out details of how the adoption of a Client Based Approach across the use and operation of the Central Lancashire Employment and Skills Supplementary Planning Document will assist significantly in the delivery, reporting and monitoring of outputs specific to the construction sector. The Construction Sector has been identified by the Lancashire Enterprise Partnership as a priority sector for Lancashire and the ability to support the Sector through skills development and a local employment programme will have wider economic benefit to the local area.
4. The intention is to submit an application to the Construction Industry Training Board for Client Based Approach status and subject to approval, this would provide a simple and effective nationally recognised framework for the use of key performance indicators linked to a reporting and monitoring structure.
5. The adoption of the CITB Client Based Approach would not be prescriptive and applicants working on sites which trigger the SPD Employment and Skills requirements may choose not to adopt the approach and to implement, monitor and report through their own processes.

What the CITB approach does do is provide a simple, nationally agreed and recognised approach.

6. In addition to the support available through CITB, once Client Based status has been granted, additional administrative and technical support is being provided locally through Callico and Preston's College through the Central Lancashire Construction Skills Hub partner organisations to CITB in the area. On this basis a simple referral mechanism can be established where applications trigger the SPD requirement.
7. Should an application for Client based approach be granted CITB will provide initial training on the operation of the framework and also provide wider insight into the work of the organisation. Primarily CITB work locally and nationally in addressing the training needs of the Construction Sector which is so critical in delivering local and national growth ambition.

REASONS FOR RECOMMENDATION(S)

8. To demonstrate cross boundary support for the submission of an application to CITB for a Client Based Approach to construction skills development across central Lancashire.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

9. The alternative to a non Client Based approach is to rely on the ability of each applicant to understand local construction training need and to respond individually to that requirement to the local authority with no strategic reference or ability to achieve a co-ordinated and well managed response.

BACKGROUND

10. The Central Lancashire Employment and Skills Supplementary Planning Document 2017 sets out to achieve the aspiration of Chorley, Preston and South Ribble in securing wider social value from housing and other developments in each of the three authorities and indeed across the whole of the Central Lancashire geography. In this way also, the expectation is that the outcomes will contribute to the Lancashire Employment and Skills Strategic Framework addressing wider employment and skills needs across Lancashire.
11. Having now been adopted, the Central Lancashire Employment and Skills Supplementary Planning Document is to be afforded significant weight as a material consideration in determining applications. The objectives of the SPD are clearly set out and provide the opportunity for each authority to consider the extent to which any submission might meet those objectives.
12. Specifically in so far as these objectives might relate to construction skills development, there has been further dialogue locally with the national body with responsibility for supporting the development of construction skills the Construction Industry Training Board (CITB). This alongside additional work carried out locally by the Lancashire Enterprise Partnership in relation to construction skills as an identified priority sector for Lancashire.
13. These discussions have identified an opportunity to develop a more co-ordinated approach to construction skills development based on the ongoing and future implementation of the

Central Lancashire Employment and Skills Supplementary Planning Document. This both in terms of the local geography and also across all partners engaged in supporting construction skills locally and nationally.

14. CITB have a model of delivery which establish a framework for integrating construction projects and programmes with skills development. In this way providing for a structured approach adopting set performance measures against which the process can be delivered and managed.
15. Operationally this means that in preparing and submitting Employment and Skills plans to meet the requirements of the SPD, in so far as this might relate to the construction elements of any plan, the applicant has the opportunity to adopt a simple set of performance measures based on a set of nationally identified and accepted benchmarks. Furthermore, in agreeing a Client Based Approach with the CITB and with the support locally of Calico (CITB partners locally in delivery of the Shared Apprentice Programme), applicants will be guided through the available options in meeting the required level of delivery. Calico and Preston’s College through the Central Lancashire Construction Skills Hub will support applicants in the production of Employment and Skills Plans and also on delivery and reporting of outcomes to meet any local authority planning monitoring and reporting requirements.
16. In adopting this approach the applicant will always have the option of not engaging with the process and meeting any construction skills requirements through alternative means. Outcomes and performance will still require monitoring and reporting to the relevant local authority in accordance with any approved plan and related performance indicators agreed through the approval process.
17. As part of the suggested approach in Central Lancashire in response to the SPD, CITB have offered to provide training to development management staff engaged in this work providing an overview and insight into construction skills requirements and how the Client Based Approach will operate day to day.

CONCLUSIONS

18. For the reasons set out above, the submission of an application to the Construction Industry Training Board for a Client Base approach across Central Lancashire presents a unique opportunity. Adopting a client based approach in connection with the operational management and delivery of the Central Lancashire Employment and Skills Supplementary Planning Document will provide for the most effective system of supporting the delivery of the outcomes outlined in the SPD (specifically as they relate to the construction phases of development), to the benefit of the local area, its residents and businesses.

Report Author	Ext	Date	Doc ID
Jonathan Noad	01772 625206	March 2018	***

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Report of	Meeting	Date
Central Lancashire Planning Policy Officers	Central Lancashire Strategic Planning Joint Advisory Committee	3 rd April 2018

CENTRAL LANCASHIRE (DRAFT) LOCAL DEVELOPMENT SCHEME APRIL 2018-2021

PURPOSE OF REPORT

1. To provide details of the updated Central Lancashire Local Development Scheme April 2018-2021.

RECOMMENDATION(S)

2. To note the contents of the report.

EXECUTIVE SUMMARY OF REPORT

3. This report presents the contents of the draft Central Lancashire Local Development Scheme (LDS). This is a statutory document which councils are required to publish on their websites, which identify new planning policy which is required and how and when these are to be prepared.

Confidential report Please bold as appropriate	Yes	No
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REASONS FOR RECOMMENDATION(S)

(If the recommendations are accepted)

4. To approve the draft LDS.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

5. None.
6. Following the recent commitments made by Chorley, Preston and South Ribble Councils to continue to work collaboratively on local plan-making, and to jointly resource and undertake a review of the Local Development Plan (incorporating the Joint Core Strategy and Local Plans), this LDS has been drafted as a joint programme, which will be published on each of the respective councils websites.

Report Author	Ext	Date	Doc ID
Zoe Whiteside	5771	16/03/2018	

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**Central Lancashire
Local Development Scheme
April 2018 -2021**

Draft

Prepared jointly by Preston, South Ribble and Chorley Councils



CITY DEAL
Preston, South Ribble & Lancashire

Central Lancashire Local Development Scheme 2018

Introduction

This document is a joint Local Development Scheme (LDS) prepared by Preston City Council, South Ribble Borough Council and Chorley Borough Council to identify what the councils are going to do over the next three years to prepare new and revised planning policy to inform the new Local Plan.

Every local planning authority in England has to prepare a Local Plan, which includes all of the local planning policies for that area, and any planning applications have to be decided in line with it unless material considerations indicate otherwise. The purpose of the LDS is to identify new and revised planning policy the Councils are preparing to form the Local Plan. Under planning regulations, the Councils are required to regularly update this document and post it on their respective websites.

The LDS is produced jointly to reflect the joint working between the three authorities, specifically the existing Core Strategy adopted in 2012 and the commitment to undertake a review of the Core Strategy and three Local Plans, in order to produce a single Central Lancashire Local Plan. There will be allocation plans and maps prepared for each local authority area as part of this work.

The three Councils of Preston, Chorley and South Ribble have reached a consensus that the Joint Core Strategy requires a review of the policies and each has taken a formal decision to commence this work, working collaboratively to produce a single Plan. As this is a review, with commonalities across the three areas operating as a single housing market area and functioning economic area, it is not envisaged to be as comprehensive as starting the entire process from the beginning.

This document describes the programme for the review of the Local Plan which will include a comprehensive review of the existing development plan policies, refreshing the required evidence base, inviting a call for sites and producing a draft publication plan for consultation ahead of an examination in public for adoption.

Within the area, there is joint working with the Central Lancashire authorities (made up of Chorley, Preston City and South Ribble Borough Councils). This work has included the adoption of a joint Central Lancashire Core Strategy in July 2012 as well as a variety of Supplementary Planning Documents, which form part of the Local Plan.

Purpose of the Document

This document covers the three year period between April 2018 and March 2021. It supersedes the previous LDS's which have been operating separately in the three authorities.

The Local Development Scheme includes the following information:

- ▶ Details of the high level programme for the undertaking of a review of the existing statutory development plan including the Central Lancashire Core Strategy, Chorley Local Plan, South Ribble Local Plan and Preston Local Plan.

- ▶ Details of the evidence currently under commission and to be commissioned in order to inform the preparation of the new Local Plan.
- ▶ Information about the resources available, within Central Lancashire, for preparing the Local Plan.
- ▶ The risks associated with situations that might arise that could adversely impact on the achievement of the work programme set out in the LDS and how these risks are to be managed

Draft

Local Plan Documents – Update

Central Lancashire Core Strategy

The Central Lancashire Core Strategy adopted in July 2012, is the strategic document of the plan and covers all three Central Lancashire authority areas – Chorley, Preston City and South Ribble Borough. It sets the overall strategic vision for the area, including issues such as setting housing requirements and principles for infrastructure.

Local Plan

Each Central Lancashire authority is producing a separate Local Plan. The Local Plan sets out development management policies, and allocates or protects land for specific uses, such as housing, employment or play space. Chorley and South Ribble received their Partial Interim Reports from their inspectors in November 2013 following examination and consultation on the Inspectors Minded Main Modifications.

Other Documents

Statement of Community Involvement

Chorley Council's Statement of Community Involvement was adopted in September 2014.

South Ribble Council's Statement of Community Involvement was adopted in December 2013

Preston Councils' Statement of Community Involvement was adopted in April 2006

Supplementary Planning Documents

Supplementary Planning Documents (SPDs) offer local planning authorities the opportunity to add guidance on specific policy areas. The purpose of SPDs is to provide guidance on the interpretation and implementation of relevant planning policies, particularly those in the Central Lancashire Core Strategy. The following Central Lancashire SPDs have been adopted:

- Affordable Housing – Oct 2012
- Controlling Re-Use of Employment Premises – Oct 2012
- Rural Development – Oct 2012
- Design Guide – Oct 2012
- Access to Healthy Food* – Oct 2012
- Open Space, Sport and Recreation – Sept 2013
- Biodiversity and Nature Conservation SPD – July 2015
- Employment Skills SPD – Sept 2017

*The Access to Healthy Food SPD was adopted in October 2012, however, after consideration at the Chorley and South Ribble Local Plan Examinations, the SPD and proposed Local Plan policy with their references to a 400m exclusion zones was not considered robust and the SPD has been suspended (in Chorley and South Ribble) pending a review which will inform whether it is revised or withdrawn and reviewed alongside the requirements of the new Local Plan.

Resources

The three councils are working as a partnership to undertake a review of the Local Plan and therefore are jointly resourcing a central team to undertake the work. Additionally, a bid to MHCLG for Planning and Housing Delivery Grant has been successful which will contribute to the resources required.

The following in-house resources will be made available in a central team:

- 1 x Local Plan Coordinator (Planning Manager)
- 2 x Planning Policy Officers
- 1 x Technical Officer
- 1 x Local Plan Programme officer

This team will be complemented by the substantive posts at each respective council as required. In addition, joint working between the Central Lancashire teams is coordinated through a Central Lancashire officer working group. There is also a Joint Advisory Committee made up of members from the three Central Lancashire authorities and Lancashire County Council.

The Planning Policy teams can draw on additional resources from other teams within each council for expertise on areas such as;

- Housing
- Neighbourhood Management
- Environmental Health
- Economic Development
- Property Services
- Parks
- Corporate Policy

Lancashire County Council has a strategic planning responsibilities Transport and highways

-
- Minerals and waste
- Cross-boundary issues
- Health
- Education

Consultants are engaged on specific projects where there is a lack of expertise or capacity in-house, for example the production of evidence base studies such as the GTAA, Open Space Sports and Recreational Assessment and Retail Study.

Risk Assessment of Delivering LDS Programme

In preparing the LDS, the main risks to programme slippage are:

- **Staff capacity/turnover/absence** – This potential problem has been mitigated by the creation of a central team with responsibility for production of the Local Plan. There is a risk that recruitment of the officers will be problematic due to a general lack of planning officers in the market however contingency plans are in place to improve the offer if required. Also the Central Lancashire authorities have established good working relationships with consultants with a view to employing them from time to time, subject to mutual agreement and financial arrangements.

- **Political delay** – The potential for delays due to the political decision-making process is increased by the requirement for joint/aligned documents (such as some of the SPDs) to be approved by the relevant decision-making structure of each Central Lancashire authority. This has been mitigated by involving Members from all three authorities in a Joint Advisory Committee informed by member working groups in each district authority enabling Members to be fully involved at an early stage.
- **Joint Working** – Although there are considerable benefits in joint working, there are risks in terms of programming work and political decision making. The three authorities are minimising this risk through a memorandum of understanding.
- **‘Soundness’ of Local Plan** – Joint and independent working, this risk will be minimised by liaising closely with relevant partners and agencies, neighbouring authorities and having regard to the soundness toolkit and procedural implications.
- **Changing Legislation** – The risk of changing legislation during the preparation of the Local Plan is a challenge. This impact will be minimised by attending events, liaising with the relevant Government department, keeping up-to-date with new policy and legislation and assessing how this may impact on the Local Plan. This is largely out of the authority’s control.
- **Finance/Resource Availability** – Finance and resource availability will be a significant challenge in the forthcoming years. This will need to be considered by the authorities and assessed on an annual basis. The risk of lack of finance has been mitigated by advance budgeting and joint working savings and the successful Government award of Planning Delivery Funding for two years.

Programme for Review of Central Lancashire Local Plan

Key Stages	Date
Central Lancashire Joint Advisory Committee endorse programme for review of the Local Plan	April 2018
Central Lancashire Local Plan Team staff in place	May 2018
Initial Engagement and Commence the call for sites	June-September 2018
Engage with Statutory Consultees	June- September 2018
Evidence gathering and policy updating	(already commenced) to December 2018
Undertake a process of policy review and develop a programme for updates/refresh/omissions of policies	March 2018 to July 2018
Draft Plan ready for approval for JAC & Councils	Spring 2019
Publication of Draft Plan for Representations	Spring 2019
Date of Submission to Secretary of State	Autumn r 2019
Appoint Counsel	Autumn 2019
Public Hearing	Spring 2020
Inspectors Final Report Issued	Spring 2020
Adoption	Summer 2020

Evidence Commissioned to Support this Review

- Retail Study
- Open Space, Sport and Recreational Assessment
- Central Lancashire Highways & Transport Strategy (to Include Walking and Cycling)
- Local Plan Viability Assessment
- Employment (already complete)?
- Flood Risk/Drainage?

Monitoring and Review

Each authority monitors the delivery of the Local Plan including policy achievement, targets and milestones such as housing land availability and housing delivery. The annual monitoring reports review document preparation progress over the preceding year compared to the targets and milestones set out by the authorities in the LDS.

The latest monitoring reports for each of the councils can be viewed at each of the authorities' websites:

Preston

<http://www.preston.gov.uk/yourservices/planning/planning-policy/monitoring/>

South Ribble

<http://www.southribble.gov.uk/sites/default/files/2017%20South%20Ribble%20Monitoring%20Report.pdf>

Chorley

<http://chorley.gov.uk/Documents/Planning/Planning%20Policy/FINAL%20Chorley%20Local%20Plan%20Authority%20Monitoring%20Report%202017.pdf>