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June 2019

 **GLADMAN**
PLANNING STATEMENT

LAND OFF PEAR TREE LANE
EUXTON

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APPENDICES

Appendix 1

Section 106 Draft Heads of Terms

EXECUTIVE SUMMARY

- i. This planning statement supports an outline planning application made by Gladman for a site at Pear Tree Lane, Euxton. The development will comprise up to 180 dwellings, public open space, landscaping, a sustainable drainage system and two vehicular access points from School Lane.
- ii. The application is made in outline, with all matters reserved except for access. The access details provide certainty that the site can be accessed acceptably and safely by vehicles, cyclists and pedestrians.
- iii. The application site is well located to the existing urban area and represents a suitable and sustainable location for housing.

Design Led Approach

- iv. The proposed development has been carefully considered to ensure that it will provide high quality sustainable development. The design-led approach, informed by consultation with the key stakeholders and the local community, responds sensitively to the site setting, respecting the grain of the surrounding landscape, both built and undeveloped.

Benefits Arising from Development at this Location

- v. The proposal offers the opportunity to deliver:
 - Local benefits, through investment in the local community;
 - New areas of public open space and a children's play area;
 - Improvements to biodiversity through on site mitigation strategies and enhancements including additional planting of native species and hedgerows;
 - On site Sustainable Drainage System (SuDS) to improve the surface water flood risk on site
 - District wide benefits, in terms of making a strategically important contribution to housing supply and economic objectives; and
 - National objectives in boosting the supply of homes and delivering sustainable development.

Accordance with the Development Plan

- vi. Development proposals should be determined in accordance with the Development Plan unless material considerations indicate otherwise. It is acknowledged that the proposal constitutes a departure from the Development Plan, as the site lies outside the settlement boundary of Euxton and is designated 'Safeguarded Land' in the Chorley Local Plan. However, Chorley Borough Council cannot demonstrate a five year housing land supply against a Framework

compliant housing requirement and as such the policies most important for determining the application are out of date and the presumption in favour of sustainable development applies.

Summary

- vii. An assessment against the up to date provisions of the Development Plan and the Framework where relevant, demonstrates the scheme comprises sustainable development:
- The proposals will comprise a range of benefits, including making a significant contribution towards meeting the market and affordable housing needs of the District.
 - Retention and enhancement of the majority of the existing hedgerow and tree planting to be incorporated into the green infrastructure network enhancing wildlife corridors and the overall biodiversity of the site.
 - Significant area of publicly accessible open space.
 - Incorporating a SuDS to ensure that surface water can be attenuated and discharged at greenfield runoff rates, offering a betterment to existing conditions where runoff is uncontrolled.
 - The proposals respond positively to the lack of a five year housing land supply in Chorley on land which has already been identified for future development.
 - Any harm arising from the development of a greenfield site beyond the current settlement boundaries, is limited in scale and magnitude; it is no more than would be expected for changing a previously undeveloped site to one of built form.
 - There are no policies of the Framework that indicate permission should be restricted and development is in accordance with the Development Plan.

1 INTRODUCTION

1.1 Scope of this Statement

- 1.1.1 This Planning Statement has been prepared in support of an outline planning application for the development of up to 180 dwellings at Land off Pear Tree Lane, Euxton.
- 1.1.2 The application is submitted by Gladman.
- 1.1.3 The description of development is as follows:

“Outline planning application for the erection of up to 180 dwellings including 30% affordable housing, with public open space, structural planting and landscaping, surface water flood mitigation and attenuation and vehicular access points from School Lane. All matters reserved except for means of vehicular access”

1.2 The Development Plan

- 1.2.1 The starting point for the determination of this application is the Development Plan, comprising of the Central Lancashire Core Strategy (2012) and the Chorley Local Plan (2015). As a matter of principle, the development, as proposed is not in accordance with the Development Plan. However, material considerations exist to justify a departure from the adopted Development Plan.
- 1.2.2 The development, as proposed, is sustainable and will help to deliver the new homes needed to meet local need, helping to address a key economic and social priority for the Government and Chorley Borough Council.

1.3 Scope of the Planning Application

- 1.3.1 The outline planning application is seeking approval in principle for the development proposals. Together, the description of development, Design and Access Statement (DAS) and other supporting documents describe the nature and content of the development proposed.

- 1.3.2 Details of the parameters of the development for which outline planning permission is sought are included within the DAS, ensuring that an appropriate level of information is provided on the scale, nature and general arrangement of the development proposed at the outset.
- 1.3.3 The following documents have been submitted in support of the planning application:
- Planning Statement
 - Indicative Development Framework Plan
 - Socio-economic Sustainability Statement
 - Statement of Community Involvement
 - Travel Plan
 - Transport Assessment
 - Foul Drainage Analysis Report
 - Flood Risk Assessment
 - Heritage Statement
 - Air Quality Assessment
 - Noise Assessment
 - Arboricultural Impact Assessment
 - Design and Access Statement
 - Phase 1 Geo-Environmental Report
 - Ecology Appraisal
 - Landscape and Visual Impact Assessment
- 1.3.4 The information contained within the application documents are summarised in Section 3 and provides the framework for future detailed Reserved Matters planning applications.
- 1.3.5 This Planning Statement explains why development is needed in this location and the significant social, environmental and economic benefits that the proposal will bring to the area. It also confirms, drawing on the supporting technical information,

- that no significant and demonstrable adverse impacts would arise as a consequence of the development, to outweigh these benefits.
- 1.3.6 The Statement further explains the policy context and how the proposed development complies with the Framework and why it is appropriate to bring forward development now at this site.
- 1.3.7 This Statement is one of a suite of documents submitted to support this application and comprehensively demonstrates the suitability and sustainability of the site for development, as proposed.
- 1.4 The Proposal**
- 1.4.1 The drawings submitted as part of this outline planning application for approval are:
- Site location plan (drawing number: 5219-L-04 Rev A)
 - Proposed site access layout (drawing number: 1318/23/A)
- 1.4.2 The application proposal includes the following:
- Up to 180 residential dwellings (including 30% affordable housing delivered in accordance with current adopted planning policy);
 - Structural landscape planting and the retention and positive management of key landscape features;
 - 2.25 ha of formal and informal open space (over 30% of the gross site outline application area);
 - On site Sustainable Drainage System (SuDS) to improve the surface water flood risk on site; and
 - New access arrangements and highway improvements to School Lane and Pear Tree Lane.
- 1.4.3 It is proposed that the site will be accessed from School Lane, with two priority junctions and the realignment of School Lane through the site. It has been confirmed that the required visibility splays can be achieved and that the site access junction will operate comfortably within capacity in both the morning and

evening peak periods with the proposed development traffic as demonstrated by the Transport Assessment prepared by Ashley Helme Associates.

- 1.4.4 A range of densities and house types are proposed to meet local need. 30% of the units would be affordable in order to meet the requirement of current adopted local planning policy. Affordable housing provision will be secured by a Section 106 Agreement.
- 1.4.5 The illustrative Development Framework Plan for the site demonstrates how the built development will be set within a framework of open space and green infrastructure. The green space will include a formal locally equipped children's play area (LEAP) and informal open space. The proposal seeks to retain existing landscape features; the existing hedgerows are maintained where possible and any loss will be mitigated elsewhere on site. The illustrative Development Framework Plan incorporates these elements within a strategic landscape framework.

1.5 EIA Screening

- 1.5.1 An EIA Screening Opinion Request was submitted to Chorley Council on 16th May 2016 in relation to the previous application on the site seeking confirmation that an Environmental Statement was not required for the proposed development. At the time of the submission of the Screening Request the proposal, for urban development on a site of more than 0.5 hectares, fell under Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011. Such projects only require an EIA if the development is likely to have significant effects on the environment by virtue of factors such as its nature, size or location.
- 1.5.2 The Local Planning Authority will be required to screen the proposals as part of its legal requirements however the applicant does not consider that an Environmental Statement is required.

1.6 Planning History

77/00233/OUT

- 1.6.1 An outline application for 160 dwellings was submitted at Houghton House Farm, Pear Tree Lane, Euxton. This application was refused in July 1977.

85/00008/OUT

- 1.6.2 An outline application for 166 dwellings on land Parcel H2 off Euxton Lane was submitted in January 1985. The application was subsequently refused in May 1985.

16/00489/OUTMAJ

- 1.6.3 An application was submitted to Chorley Borough Council in May 2016 for 165 dwellings. The application was subsequently refused on 8th December 2016 with 3 reasons for refusal relating to the allocation of safeguarded land in the Chorley Local Plan, the design of proposed pedestrian improvements and traffic calming measures on Pear Tree Lane, and Education contribution.
- 1.6.4 Gladman submitted an appeal against refusal, and a public inquiry was held for 6 days from 10th October 2017. The highways matters were resolved through the appeal process prior to the inquiry.
- 1.6.5 The Inspector found that the contribution the proposals would make to the housing supply should be attributed significant weight in light of the emphasis in the National Planning Policy Framework on boosting the supply of housing. However, the Inspector found that for the purposes of decision making, safeguarded land could be considered a 2012 NPPF "footnote 9" policy which indicated that development should be restricted. This point will be addressed further in this planning statement.

2 THE NATIONAL HOUSING CRISIS

2.1 Introduction

2.1.1 This section of the Planning Statement will set out the context to the national imperative to boost significantly the supply of housing, the response required of Chorley Borough Council and the observed effects on affordability in the Borough.

2.2 National Delivery of Housing

2.2.1 It is widely acknowledged at all levels that there is a housing crisis in this country, which has arisen as a direct consequence of too few houses being completed to keep pace with a growing population and household formation rates.

2.2.2 The solution to address this pressing national issue is a sum of the individual parts, i.e. every local authority must ensure that a five year supply of housing is achieved urgently against up to date, objective assessments of their needs.

2.2.3 The House of Lords Select Committee on Economic Affairs said:

To address the housing crisis at least 300,000 new homes are needed annually for the foreseeable future. One million homes by 2020 will not be enough.¹

2.2.4 In recognition of the national housing crisis, the government responded in the 2017 Autumn budget with a commitment to deliver 300,000 new homes a year. Since the start of the financial crisis, delivery of new homes has not yet come close to delivering this nationally recognised need:

Year	Net Additional Dwellings ²
2007/08	223,534
2008/09	182,767
2009/10	144,870
2010/11	137,394
2011/12	134,896

¹ House of Lords Select Committee on Economic Affairs 1st Report of Session 2016–17 HL Paper 20 Building more homes

² Ministry of Housing Communities & Local Government Table 122: housing supply; net additional dwellings, by local authority district, England 2001-02 to 2017-18 (Accessed January 2019)

2012/13	124,722
2013/14	136,605
2014/15	170,693
2015/16	189,645
2016/17	217,345
2017/18	222,194

2.2.5 Having regard to the evidence on past completions, it is self-evident that a significant step change is required in the delivery of new homes, in order to get anywhere close to meeting requirements and preventing the housing crisis from being exacerbated further.

2.2.6 In order to reach the government’s targets, Kit Malthouse MP, Minister of State for Housing, Communities and Local Government recently said in The Times, “If we want to achieve 300,000 homes a year, we need to have one million homes in production and four to five million in planning.”³

2.2.7 In 2017 consultancy Lichfield also identified that in order to meet the 300,000 a year delivery target, a constant stock of between 900,000 and 1.1 million of implementable planning permissions would be required⁴.

2.2.8 This application therefore responds to the national housing crisis and the need to grant additional planning permissions in order to meet the government’s objectives.

2.3 The Local Authority Position

2.3.1 One effect of the national housing crisis is a profound effect on affordability. The following information, based on DCLG Live tables, demonstrates that the Council is failing to deliver the homes each year that it needs. This has led to the increasing unaffordability of housing in the Borough since the start of the Local Plan period in 2012:

³ Anne Ashworth (2019) ‘Kit Malthouse: It’s time to ‘keep calm and keep building’’, *The Times*, 4th January 2019

⁴ Nathaniel Lichfield and Partners (2017) *Stock and Flow, Planning Permissions and Housing Output*, NLP, January 2017

Year	2012	2013	2014	2015	2016	2017
Earnings Ratio	6.21	6.44	6.30	6.65	6.87	6.82

2.3.2 Mortgage lenders typically offer loan to income ratios from 3.25 annual salary up to a cap at around 4.5 times annual salary. More often than not this requires a deposit and loan to value (LTV) ratio of 95%.

2.3.3 It is also true that there has been a failure to deliver the affordable houses required in Chorley each year dwellings against the 146 dwellings per annum identified within the Central Lancashire Strategic Housing Market Assessment (September 2017).

2.3.4 MHCLG Live Table 1011C provides a detailed breakdown of new build affordable housing completions by Local Authority for the previous 3 years. For Chorley delivery of the past three years has been as follows:

Year	Total Affordable Completions
2015/16	90
2016/17	116
2017/18	180

2.3.5 It is clear this delivery of affordable dwellings in the past three years is short of the need identified in the SHMA.

2.3.6 The reality is therefore that those most in need in Chorley are unable to afford to buy their own homes.

3 SITE AND LOCATIONAL SUSTAINABILITY

3.1 Site Location

3.1.1 The 7.34 ha site lies adjacent to the existing residential development on the edge of Euxton. The settlement lies approximately 3.4km north west of Chorley and 3.3km south east of Leyland.

3.1.2 The site is in a sustainable location and will be able to make a valuable contribution to the supply of housing in Chorley.

3.2 Suitability of Location

3.2.1 The application site comprises five fields in agricultural use. As outlined above it is well related to the settlement, with good pedestrian and cycle links and it is contained by physical features at its urban edge. The development would represent a logical extension to Euxton.

3.2.2 As a settlement, Euxton is considered a suitable location for development. The settlement of Euxton is identified as an Urban Local Service Centre in the Central Lancashire Core Strategy. The Core Strategy identifies that urban Local Service Centres benefit from transport connections with services in nearby towns. Some growth and investment is directed towards these to help meet housing and employment needs.

3.2.3 The site is close to existing shops, services and employment opportunities in the village allowing easy access by foot and bicycle. The site's proximity to key services and facilities is shown in Figure 10 of the Design and Access Statement (DAS) and details of facilities are shown within the Transport Assessment at Figure 3 which illustrates all amenities are within recommended guideline walking distances.

3.2.4 Growth at Pear Tree Lane will both support, and be supported by, a range of services and facilities that are within easy walking and cycling distance of the site. These include, but are not limited to:

- Primary School
- Nursery

- Community Centre
- Place of Worship
- Restaurant
- Health Centre
- Dentist
- Convenience Store
- Post Office
- Pharmacy
- Public Houses
- Library

3.2.5 The closest bus stops to the site are located on the A49 Wigan Road and Euxton Lane which are within a circa 600m walk of the site. The 109 service calling at Wigan Road has a frequency of 30minutes Monday to Saturday. The service operates between Chorley and Preston but also calls at Buckshaw Village and Leyland and therefore public transport is a real alternative to travelling by car for commuting.

3.2.6 The closest train stations are located at Euxton Balshaw Lane (services to Liverpool Lime Street and Blackpool North) and Buckshaw Parkway (operating between Manchester Airport/Manchester Victoria and Blackpool North).

3.2.7 The following is relevant in terms of the site's suitability and sustainability for development:

- The site is well contained within the landscape and important trees and other landscape features are retained;
- The local highway network has capacity to accommodate the additional traffic associated with the development, without adverse impact;
- The site comprises land in agricultural use, but its usefulness for agricultural purposes is limited and its loss would not be significant in Framework terms (Framework 170);
- The site has a low ecological value and on the basis of the evidence submitted with the application (Ecological Impact Appraisal prepared by

FPCR). The loss of habitat would therefore not be significant and mitigation and net biodiversity gains can be readily achieved;

- The application site falls within the EA Flood Risk Zone 1 (i.e. land assessed as having a less than 1 in 1,000 annual probability, or <0.1% chance of flooding);
- There are no designated heritage assets within the site, and the development is not considered to affect the setting of any listed buildings.
- The site has been earmarked as safeguarded land for future development purposes.

3.2.8 The DAS prepared by FPCR and submitted in support of the application sets out how the site can accommodate the quantum of development proposed in a manner which reflects the local landscape character and the edge of Euxton.

3.2.9 In summary the application site presents an opportunity for the sustainable growth of Euxton:

- The land to which the development proposals relate is not of high environmental value.
- The site is suitable for residential development in terms of its general location and characteristics.
- There are opportunities through development to improve the environmental conditions of the area.

3.3 Suitability of the Site

3.3.1 The site itself is also considered to be highly sustainable. A number of reports have been submitted with this application and are summarised below.

Air Quality

3.3.2 The Air Quality Assessment demonstrates that the proposed development will not lead to an unacceptable risk from air pollution, nor will it lead to any breach of national objectives as required by national policy. There are no material reasons in relation to air quality why the proposed scheme should not proceed.

Arboriculture

3.3.3 In order to facilitate access, some tree cover will be lost along with short sections of internal hedgerow to facilitate links to various residential parcels. In design, every attempt has been made in consideration of the position of the access points to keep any tree losses to an absolute minimum as to only that which is necessary. The Arboricultural Assessment confirms that mitigation planting will be provided in plentiful qualities through the provision of additional new tree planting within the open spaces and landscape buffer corridors to create visual amenity and wildlife connections.

Archaeology and Heritage

3.3.4 The application is supported by a Heritage Statement. The report concludes that there is a low potential for archaeological remains and that the mitigation strategies proposed minimise the impact to the significance and setting of Houghton House Farmhouse by respecting its historic context.

Design and Access Statement

3.3.5 The site provides an excellent opportunity for a development which integrates well with the direction of new development in Euxton. The site has no overriding environmental or physical constraints and provides an opportunity to establish a sustainable development which is both physically and visually well contained.

Ecology

3.3.6 The Ecological Appraisal details how the design of the proposed development has sought to retain higher quality habitat and enhance biodiversity at the site and sets out the opportunities for ecological enhancement.

Flood Risk

3.3.7 The submitted Flood Risk Assessment (FRA) demonstrates that the proposed development would be operated with minimal risk from flooding, would not increase flood risk elsewhere and is compliant with the requirements of national policy and guidance.

Foul Drainage

3.3.8 It is clear from the analysis of both legal and technical aspects relating to foul drainage, that this development can be effectively drained without causing detriment to the public sewerage network.

Landscape and Visual Impact

3.3.9 The site is not covered by any statutory or non-statutory designations for landscape quality. The Landscape and Visual Impact Assessment concludes that the site has the ability to absorb change and the effects as a result of the proposed development would not give rise to any unacceptable landscape and visual harm.

Noise

3.3.10 An assessment has been carried out to consider the potential impacts of the existing noise and vibration sources near to the development on proposed sensitive receptors. The noise impact appraisal indicates it is likely that existing sources of noise affecting the proposed development will be road traffic noise from Pear Tree Lane and School Lane. However, due to low traffic flows on these roads the noise impact is unlikely to be significant.

Statement of Community Involvement

3.3.11 The Statement of Community Involvement outlines the consultation process followed by Gladman. Gladman have consulted the local community prior to the application being submitted. It is considered that the scope of the community consultation with has met with, and gone beyond, the recommendation of Local and National planning policies and legislation.

Transport Assessment

3.3.12 The proposal complies with local and national planning policy and guidance with respect to sustainable accessibility, safety and impact on the highway network. There are therefore no highway or transportation related reasons why planning permission should not be granted.

3.4 Sustainability Summary

3.4.1 In summary, the application site presents an opportunity for the sustainable growth of Euxton:

- The land to which the development proposals relate is not of high environmental value;
- The site is suitable for residential development in terms of its sustainable location and characteristics;
- There are opportunities through development to improve the environmental conditions of the area;
- The site has a low ecological value as evidenced in the report submitted with the application (Ecological Appraisal prepared by FPCR). The loss of habitat would therefore not be significant and mitigation and net biodiversity gains can be readily achieved through new planting, landscaping and private back gardens;
- The site is well contained within the landscape and important landscape features such as hedgerows are retained where possible and improved; and
- The local highway network has capacity to accommodate the additional traffic associated with the development, without adverse impact.

4 THE DEVELOPMENT PLAN

4.1 Introduction

4.1.1 At the time of writing, the adopted Development Plan applicable to the site comprises:

- The Central Lancashire Core Strategy (July 2012);
- The Chorley Local Plan (July 2015); and
- The Joint Lancashire Minerals and Waste Local Plan (March 2009)

4.1.2 Policies relating to the Minerals and Waste Local Plan are not relevant and have not been considered further.

4.1.3 By virtue of the development being located beyond existing settlement limits on land safeguarded for future development, it is accepted that the proposed development is in conflict with certain policies of the adopted Development Plan. However, it is the case that material planning considerations exist to justify a departure from the Plan in this instance.

4.1.4 This section describes the adopted and emerging Development Plan for the site and considers the relevance and weight that should be attributed to the policies contained within it.

4.2 The Development Plan: Weighting

4.2.1 Section 38(6) of the Town and Country Planning and Compulsory Purchase Act 2004 places a statutory duty on local planning authorities to determine planning applications in accordance with the development plan unless material planning considerations indicate otherwise. Section 39 of the Act requires decision makers to exercise their functions with the objective of contributing to the achievement of sustainable development.

4.2.2 The Framework is a material planning consideration but does not change the statutory status of the Development Plan as the starting point for decision making. Paragraphs 2 and 12 of the Framework confirm:

2. **Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in preparing the development plan, and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.**
12. **The presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.**

4.2.3 Further, in determining the weight to relevant policies the guidance at paragraph 213 of the Framework confirms:

“...existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).”

4.2.4 The planning application should be considered in this context.

4.3 Central Lancashire Core Strategy (July 2012)

- 4.3.1 Chorley Borough Council, South Ribble Borough Council and Preston City Council prepared a Core Strategy which was adopted in July 2012. The Core Strategy sets out the spatial strategy for Central Lancashire up to 2026. The Core Strategy had been prepared in accordance with the North West Plan (RSS) which has since been revoked.
- 4.3.2 The Core Strategy provides the overarching framework for the more detailed policies and site-specific proposals to be contained within other documents that make up the Local Plan.

- 4.3.3 **Policy 1** (Locating Growth) sets out the ambition to focus growth on well located brownfield sites and the strategic location of Preston, the Key Service Centres of Chorley and Leyland and the other main areas of South Ribble, whilst protecting the character of suburban and rural areas. The policy supports some greenfield development on the fringes of the main urban areas.
- 4.3.4 Policy 1(d) states that some growth and investment will be encouraged at the listed Urban Local Service Centres to help to meet housing and employment needs. Euxton is one of the Urban Local Service Centres Listed. Therefore, the proposed development complies with Policy 1 as growth is encouraged in settlements such as Euxton to help meet the Borough’s housing needs.
- 4.3.5 **Policy 4** (Housing Delivery) sets out the housing requirement for the three Greater Preston local authorities for the period 2010-2026. It sets a minimum requirement of 417 dwellings per annum in Chorley, giving a minimum total of 6,672 dwellings over the plan period.
- 4.3.6 Given that the Core Strategy housing target is predicated on out-of-date evidence from the revoked North West of England Plan RSS, the Core Strategy is inconsistent with paragraph 11 of the Framework which states strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses.
- 4.3.7 **Policy 7** (Affordable Housing) seeks to enable sufficient provision of affordable and special needs housing to meet local needs. The Policy seeks to achieve a target from market housing schemes of 30% in the urban parts of Preston, South Ribble, and Chorley. The proposals provide 30% onsite affordable housing in accordance with this policy.

4.4 Chorley Local Plan 2012-2026 (July 2015)

- 4.4.1 The Chorley Local Plan 2012-2026: Site Allocations and Development Management Policies Development Plan Document was adopted in July 2015 and identifies the scale of development in each settlement and allocates sites to meet the identified needs of Chorley over the plan period, in order to achieve the vision for growth as outlined in the Central Lancashire Core Strategy.

4.4.2 **Policy HS1** (Housing Site Allocations) sets out the housing allocations to cover the period until 2026. These allocations only provide sufficient housing to meet the requirement set out in the revoked North West of England Plan RSS and is therefore predicated on out of date evidence.

4.4.3 **Policy BNE2** (Development in the Area of Other Open Countryside) states that development in the countryside will only be permitted where it is either needed for forestry or agriculture or is a use appropriate for the rural area, or it involves the reuse of existing buildings. The proposed development is not one of the permitted uses and is therefore in conflict with this policy. However, Policy BNE2 is inconsistent with the Framework as it seeks to protect all open countryside outside of the Green Belt.

4.4.4 **Policy BNE3** (Areas of Land Safeguarded for Future Development Needs) states that development other than that which is permissible in the countryside whether Greenbelt or Area of Other Open Countryside will not be permitted on Safeguarded Land. The policy justification states that land between some major settlements and the Greenbelt is safeguarded for future development needs beyond the plan period in order that Greenbelt boundaries are long lasting.

4.4.5 **Policy BNE3.9** (Pear Tree Lane, Euxton) identifies the application site as safeguarded land. The Council's housing requirement is predicated on out of date evidence and additional sites, such as the application site, to remedy the housing shortfall in the Borough. The planning statement and submitted supporting documents demonstrate the site is sustainable and suitable for housing and would form a logical extension to the existing settlement.

4.5 The Emerging Development Plan

Central Lancashire Local Plan

4.5.1 The latest Central Lancashire Local Development Scheme (2019) states that the three Councils, Preston, South Ribble, and Chorley, have reached a consensus that the Joint Core Strategy and the adopted individual Local Plans require a review and a formal decision has been taken to produce a single Central Lancashire Local Plan.

4.5.2 The LDS gives the following timescales for the preparation of the Local Plan:

- Issues and Options – Expected Summer 2019
- Preferred Options – Expected Spring 2020
- Publication Draft – Expected early 2021
- Submission – Expected May 2021
- Adoption – Expected by June 2022

4.5.3 Paragraph 48 of the Framework provides guidance on the weight to be attributed to adopted and emerging plans. It allows decision makers to give weight to emerging development plan policies according to their degree of consistency with the Framework, the stage of preparation and the extent of any unresolved objections to it.

4.5.4 A 'Call for Sites' consultation was undertaken between August and November 2018, and January to April 2019.

4.5.5 The emerging Central Lancashire Local Plan is at a very early stage of preparation. In accordance with paragraph 48 of the Framework, because of the early stage of plan preparation, the Local Plan carries no weight.

4.6 Summary of the Development Plan

4.6.1 In the light of the above, it is clear that the development proposal accords with all parts of the Development Plan that are up to date.

4.6.2 Where a conflict arises, those policies are either out of date or should be accorded limited weight due to their conflict with the more up to date provisions of the Framework. As a result, the conflict with those policies should be accorded corresponding limited weight.

4.6.3 The application therefore should be approved without delay.

5 FIVE-YEAR HOUSING LAND SUPPLY

5.1.1 The supply of available and deliverable sites for housing in Chorley is a material consideration in determining the weight to relevant policies for the supply of housing. Paragraph 11 and footnote 7 of the Framework states:

“Plans and decisions should apply a presumption in favour of sustainable development.

...

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁷, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole. ”

...

“This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years. Transitional arrangements for the Housing Delivery Test are set out in Annex 1.”

5.1.2 Where the strategic policies are more than 5 years old, Paragraph 73 is clear that a minimum of 5 years worth of housing should be provided against the Local Housing Need;

“Local Planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.”

5.1.3 The Framework requires local planning authorities (LPAs) ensure a continued supply of land to meet five years’ worth of housing requirements, with a delivery buffer of either 5%, 10% or 20% (moved forward from later in the plan period) depending on past performance. Local authorities should also make every effort to redress previous underperformance within the immediate 5 year period (commonly referred to as the ‘Sedgefield Approach’) and the delivery buffer should be applied to both the requirement and the accrued backlog.

5.1.4 The Council claim a supply of 8 years in the Five Year Housing Supply Statement for Chorley (September 2018) based on the requirement of 417 dwellings per annum. Gladman dispute the supply position of the authority and believe it to be below the 5 years required by policy, when assessed against Local Housing Need as defined by the government’s standard methodology (as strategic policies are over five years old). Therefore, as stated within paragraph 11 of the Framework the presumption in favour of sustainable development applies.

5.1.5 The market and affordable homes proposed on the application site could make a significant contribution to housing supply in Chorley Borough and Euxton in the next five years of the plan period, therefore helping to address the immediate lack of a five-year supply of deliverable housing sites. The site would also provide homes beyond this period to assist the Council in maintaining a five year housing land supply.

6 SUSTAINABLE DEVELOPMENT: THE NATIONAL PLANNING POLICY FRAMEWORK

6.1 Introduction

6.1.1 The government published a revised Framework in February 2019.

6.1.2 This section of the Planning Statement sets out why the planning application meets with the objectives of the Framework in delivering sustainable development.

6.2 The Presumption in Favour of Sustainable Development

6.2.1 At the heart of the Framework is the 'presumption in favour of sustainable development' (paragraph 10). For decision-taking this means approving development where it accords with an up-to-date development plan, or where there are no relevant development plan policies or **where the policies which are most important for determining the application are out-of-date**, granting permission unless adverse impacts would significantly and demonstrably outweigh the benefits, or policies in the Framework indicate development should be restricted (see paragraph 11).

6.2.2 The relevant technical reports that accompany this planning application demonstrate that there are no unacceptable adverse impacts that would significantly and demonstrably outweigh the benefits associated with the proposals. Further, **the application site is not the subject of any of the designations cited within footnote 6 of the Framework and therefore policies do not apply which indicate the presumption should be disappplied.**

6.2.3 This section describes how the development proposals meet the relevant objectives of the Framework.

6.1 Building a Strong and Competitive Economy

6.1.1 The Framework is clear that the government is committed to delivering sustainable economic growth identifying that planning policies should, "positively and proactively encourage sustainable economic growth." (paragraph 81).

6.1.2 Housing development is a key component of economic growth and this is fully recognised in Government policy and more recently the White Paper – Fixing our broken housing market (2017), which states on page 15:

"If we fail to build more homes, it will get ever harder for ordinary working people to afford a roof over their head, and the damage to the wider economy will get worse."

6.1.3 Through the development of the site a significant amount of investment will be made to the area in terms of the construction value of the project and associated spend during the construction period. The construction industry and house building in particular make an important contribution to both the local and national economy in terms of job creation. The accompanying Socio-economic Sustainability Statement estimates the following key benefits arising from the proposal:

- Construction spend - £19.9m
- GVA over the build period - £6.1m
- Resident annual expenditure - £4,947,000
- Council tax - £3m over 10 years
- New Homes Bonus - £900,000 over a 4 year period

6.1.4 The provision of quality housing in Euxton is central to the achievement of sustainable economic growth across Chorley and is fully supported by the requirements and advice of the Framework; indeed, paragraph 80 is clear that, "significant weight should be placed on the need to support economic growth through the planning system".

6.2 Promoting Sustainable Transport

6.2.1 At paragraph 102, the Framework requires LPAs to consider transport issues from the earliest stages of the plan-making process and development proposals, encouraging:

"...opportunities to promote walking, cycling and public transport use..."

6.2.2 At paragraph 103, to the Framework requires significant development to:

“...be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.”

- 6.2.3 Euxton has a number of services and facilities which are within easy walking and cycling distance of the site.
- 6.2.4 The nearest bus stops to the site are on the A49 Wigan Road and Euxton Lane that are within a circa 600m walk of the site. The 109 service calls at stops on Wigan Road, operates between Chorley and Preston calling at Buckshaw Village and Leyland, and operates with a frequency of 30 minutes Monday to Saturday during the day. The 109A service calls at stops on Euxton Lane. The service operates between Chorley and Preston also calling at Buckshaw Village, Leyland, Chorley Hospital, and Astley Village. This service operates on a 60-minute frequency Monday to Saturday. These services therefore demonstrate public transport is a real alternative to travelling by car for commuting.
- 6.2.5 Euxton Balshaw Lane Rail Station is located approximately 1.35km south of the site. Cycle stands are available at this station with services available to Liverpool Lime Street and Blackpool North. There is typically one train per hour in each direction.
- 6.2.6 Buckshaw Parkway Rail Station is located approximately 1.6km north of the site. There are typically six trains per hour Monday to Saturday and four services an hour on Sundays operating between Manchester Airport/Victoria and Blackpool North.
- 6.2.7 To support the application, a Transport Assessment (TA) has been undertaken which confirms that the site is well located in relation to sustainable transport options and is well positioned in relation to the local and strategic highway network.
- 6.2.8 Access will be achieved through the realignment of School Lane through the site and the creation of two priority controlled accesses on School Lane, the site access forming the major road.
- 6.2.9 A range of improvements are proposed to enhance pedestrian access, details of which are contained within the TA.

6.3 Delivering a Wide Choice of High Quality Homes

The Need for Market and Affordable Housing

- 6.3.1 There is a wealth of evidence from figures at the highest levels of the Government, the Bank of England and internationally, within the European Commission and International Monetary Fund, which demonstrate that there is a consistent and pressing requirement to build more homes to meet the significant level of unmet need, particularly for homes that are affordable. In the foreword to the White Paper ‘Fixing the Broken Housing Market’, Prime Minister Theresa May stated:

“Our broken housing market is one of the greatest barriers to progress in Britain today. Whether buying or renting, the fact is that housing is increasingly unaffordable – particularly for ordinary working class people who are struggling to get by.

Today the average house costs almost eight times average earnings – an all-time record. As a result it is difficult to get on the housing ladder, and the proportion of people living in the private rented sector has doubled since 2000.”

- 6.3.2 The government outlined its aim to build 300,000 homes per year in the Autumn Budget 2017. Delivery of this site will contribute to this delivering the housing the country needs.
- 6.3.3 In addition to a pressing need for new market homes in Chorley, there is a significant need for affordable housing, as outlined within the Central Lancashire Strategic Housing Market Assessment September 2017 (SHMA).
- 6.3.4 The SHMA makes clear that:

“There is thus a requirement for new affordable housing in the HMA and the Councils are justified in seeking to secure additional affordable housing”
- 6.3.5 However, the scale of affordable housing need in LPA is leading to a chronic shortage of much needed new homes.
- 6.3.6 The UK has a persistent problem with inadequate housing supply, which has led to low income and middle income families being priced out of the housing market. National Government recognise that house price inflation is getting to dangerous

levels and that building new homes is necessary in order to address this issue. The delivery of 30% affordable homes should be given significant weight.

Ensuring Choice in the Competition for Land

6.3.7 The Framework sets out the Government's key housing objective, which is, "to boost significantly the supply of housing". Paragraph 73 sets out how LPAs should achieve this boost in the supply of housing, including a requirement to provide a delivery buffer of 5%, 10% or 20% to ensure choice and competition in the market for land.

6.3.8 The proposals entirely accord with this national policy objective in so far as the application will deliver new housing development which will assist the Council to contribute towards the central government objective of boosting significantly the supply of housing now.

6.4 Achieving Well-Designed Places

6.4.1 The DAS demonstrates how the scheme will deliver a high quality residential sustainable development. The proposals are based on sound design principles that have taken into account site constraints and opportunities presented by the site.

6.4.2 Whilst design is a matter reserved for future determination, the DAS demonstrates the site could accommodate a scheme that would be in scale and character with its surroundings and Euxton through delivering dwellings of a suitable size and through utilising materials that reflect the local vernacular. It is demonstrated through the DAS and TA that the site would be accessible to people on foot, cycle and to those with disabilities. The illustrative master plan seeks to create an attractive place that responds to the attributes of the site and the local context.

6.4.3 The development has been designed taking into account the recommendations of the Landscape and Visual Assessment (LVA). The green infrastructure within the built development will sit as an integral part of the framework and is key in creating an accessible, open and engaging place within which to live. The proposal provides a strong green framework comprising;

- The creation of a 2.25Ha of Green Infrastructure comprising a variety of potential habitats and open space; and
- Reinforcement of existing hedgerows around the site boundary to improve the quality and connectivity of habitat.

6.5 Protecting Green Belt land

6.5.1 Chorley Local Plan Policy BNE3 (Areas of Land Safeguarded for Future Development Needs) reflects paragraph 139 of the Framework. This is a plan making policy which states that safeguarded land should be identified where necessary to meet longer-term development needs stretching beyond the plan period and that it should be made clear that Safeguarded Land is not allocated for development at the present time.

6.5.2 However, Safeguarded Land is not one of the policies listed within paragraph 11 footnote 6. If the Government had intended Safeguarded land to be a clear reason for refusing development, it would have been included within this closed list.

6.5.3 The fact that land has been earmarked for future development is surely a material consideration in favour of development especially in the absence of a deliverable five year housing land supply.

6.5.4 Much of the greenfield land in Chorley lies within the Green Belt and therefore the fact that the site lies outside the Green Belt is a material consideration in favour of the development given the strong protection of the Green Belt in the Framework.

6.6 Conserving and Enhancing the Natural Environment

6.6.1 The site is not subject to any landscape quality designation and lies outside of National Park, and AONB. The site, nor the immediate landscape, contains any rare or unusual landscape features and so the LVA prepared for the application concludes the site does not comprise a valued landscape.

6.6.2 Development will result in a permanent change to the character of the application site however the proposals will aim to retain notable existing landscape features where evident such as boundary hedgerows, mature hedgerow trees and drainage

ditches. The proposals are well contained adjacent to the existing urban context and therefore the proposals would have a negligible effect on the wider landscape.

6.6.3 Biodiversity enhancements will be achieved through the creation and extension of wildlife corridors and general enhancements within the site outlined in the Ecological Appraisal. This will result in an overall net gain in biodiversity as a result of the development.

6.7 Meeting the Challenge of Climate Change

6.7.1 Paragraph 148 of the Framework requires the planning system to “help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions...” The application proposal meets these criteria as it will be delivered to the relevant Building Regulations or equivalent standard applicable at the time of permission.

6.8 Conserving and Enhancing the Historic environment

6.8.1 Section 16 of the Framework provides policy guidance on the conservation and investigation of heritage assets. The Heritage Statement has concluded that only the Grade II Listed Houghton House is considered sensitive to the proposed residential development. Owing to the distance from the site, intervening topography and built environment, no other designated heritage assets are considered to be sensitive to the development.

6.8.2 The site contributes to the setting of the Houghton House Farmhouse to a minor degree by virtue of its proximity to the Farmhouse and historic relationship with Houghton House Farm. The Heritage Statement concludes that the mitigation strategies proposed minimise the impact to the historic environment by respecting its historic context. The harm to the significance of Houghton House Farmhouse is considered to equate to the lowest end of less than substantial and is outweighed by the public benefits of the scheme

6.8.3 The archaeological potential of the site is considered to be low and it is not expected that any further archaeological work will be required pre-determination.

6.9 Summary

6.9.1 From the above, it is clear that the application proposal complies with relevant provisions of the Framework. Accordingly, it can reasonably be concluded that the proposal is also in compliance with the broad planning objectives of the Framework.

6.9.2 The assessment against the relevant policies does not indicate any circumstances under which permission should be restricted which might result in the disapplication of the presumption in favour of sustainable development.

7 Planning Balance and Conclusions

7.1 Summary of Case and Identified Benefits and Harm

7.1.1 The outline planning application is made in the context of the government's requirement to boost housing land supply and the presumption in favour of sustainable development. The proposal responds positively to the identified lack of a five-year housing land supply in Chorley and the identified needs for both market and affordable housing in the authority.

7.1.2 This proposal would be deliverable in the short term and increase the supply and choice of housing at one of the identified settlements in the area. It would contribute towards economic growth and have wider social benefits to the local community, meeting a range of housing requirements, including affordable housing. The principles outlined within the DAS would secure a high quality scheme.

7.1.3 The supporting material, assessments and reports demonstrate that there are no technical or environmental constraints that would preclude the development of this site, subject to planning conditions and/or obligations. Gladman is willing to enter into constructive dialogue with the Council to agree a list of conditions and Section 106 Heads of Terms that are necessary to make the development acceptable in planning terms. In order to commence this process, a list of suggested Heads of Terms for a Section 106 Agreement is enclosed at Appendix 1.

7.1.4 As with any greenfield site, the development will introduce changes to the area and some urbanising effects. Care has been taken to ensure that the perceived impact on Euxton is minimised and acceptable, through careful design and siting, the provision of extensive open space and green infrastructure.

7.1.5 The development of the site, as proposed, would be both suitable and sustainable, and there is justification to grant planning permission in accordance with the presumption in favour of sustainable development.

7.1.6 The relevant material considerations in this case are:

- The site is suitable for residential development in terms of location and characteristics and it is not of high environmental value;
- Under the current Local Plan, the site is designated as 'Safeguarded Land'. However, the Council's housing requirement is based on out of date evidence and policies most important for determining the application are out of date and the presumption in favour of sustainable development applies. The fact that the land has already been earmarked for future development must be a positive consideration in the planning balance in these circumstances given the Green Belt constraints of the remainder of the greenfield land in the borough;
- If the settlement boundary of Euxton were to remain intact, insufficient land would be available to meet the objectively assessed needs of the Borough;
- The landscape features of the site will be retained and reinforced to retain a suitable landscape edge and setting; and
- The provision of affordable housing, without subsidy, is a significant benefit in circumstances where the Council is not delivering sufficient affordable homes to meet pressing needs.

7.2 Benefits

7.2.1 The table below highlights some of the key benefits arising in respect of the application proposal:

Market Housing	It will help to deliver much needed new, quality, family homes, in a community where people wish to live, in a suitable and sustainable location close to existing public transport, shops, employment opportunities and community services.
Affordable Housing	It will provide a wide range of homes including a policy-compliant provision of affordable housing (30% or up to 54 units) in an area where there is an existing unmet need unlikely to be delivered through alternative means.

<p>Jobs and the Economy</p>	<p>Immediate Impacts</p> <p>The build cost for the development is expected to be around £19.9m. Calculations suggest that this construction expenditure would support around 169 Full Time Equivalent (FTE) construction jobs over the period of the build.</p> <p>The development of new homes in the proposed development could help to address local unemployment in the industry, and provide apprenticeship and training opportunities for young unemployed people.</p> <p>Over the four years following the completion of the development, Chorley Council will benefit from circa £900,000 via the New Homes Bonus.</p> <p>Lasting Impacts</p> <p>It is anticipated that 228 of residents from the new development will of working age and in employment.</p> <p>Household expenditure from the 180 new homes would be circa £4,947,000 per year.</p> <p>The scheme will supply new affordable rented and intermediate housing, helping to address substantial local affordable housing needs by providing opportunities for lower income households to own their own home or to secure rented accommodation.</p>
<p>Protecting and enhancing Vitality and Viability</p>	<p>The new residents will increase demand for and use of local services and businesses and increased spending will help to protect, maintain and enhance the services available and accessible within the town and surrounding area.</p>
<p>Public Open Space and Recreation</p>	<p>It will provide formal and informal public open space and green infrastructure and secure its long-term management for use by the new and existing community.</p> <p>It will improve connectivity and access to public rights of way.</p>
<p>Environmental Benefits</p>	<p>Biodiversity of the site will be protected, diversified and improved through new hedgerow and tree planting and delivery of new garden spaces and formal and informal green spaces. Overall, the proposal will achieve a net gain in biodiversity.</p>

7.3 Harm

- 7.3.1 The supporting material, assessments and reports demonstrate that there are no unacceptable adverse impacts associated with the scheme.
- 7.3.2 As with any greenfield site, the development will introduce changes to the area and some urbanising effects and it will involve the loss of some agricultural land however, this is to be expected and the LVA demonstrates the scheme can be delivered without unacceptable wider landscape and visual impacts. The proposed development will result in a minor reduction of the significance and setting of Houghton House by way of the development in the previously undeveloped land formerly related to the House for agricultural use. The Heritage Statement confirms that the change is considered to equate to the lowest end of less than substantial harm and is outweighed by the public benefits of the scheme.
- 7.3.3 Despite these changes, significant and demonstrable harm will not arise through development overall as proposed.

7.4 Planning Balance and Conclusions

- 7.4.1 The Framework policies on the delivery of sustainable housing development carry significant weight, and the delivery of the proposed development would support housing and economic development objectives and meet the aims and objectives of sustainable development, securing net gains across all three strands of sustainable development (economic, social and environmental).
- 7.4.2 There are no technical or environmental impacts that would significantly or demonstrably outweigh the substantial benefits of the proposal and specific policies of the Framework and Development Plan do not indicate that development should be restricted.
- 7.4.3 In accordance with paragraph 11 of the Framework, the development proposal clearly constitutes 'sustainable development'.

7.4.4 Accordingly, it is clear that there are significant material considerations which outweigh the statutory presumption in favour of the Development Plan and the planning application should be approved without delay.

APPENDIX 1

APPENDIX 1: SECTION 106 DRAFT HEADS OF TERMS

The applicant notes that Chorley Borough Council have an adopted CIL Charging Schedule (September 2013), any matters not covered by this schedule will be considered as part of a Section 106 agreement.

Gladman will seek to enter into constructive dialogue with Chorley Borough Council to agree Section 106 obligations for any obligations which, in accordance with the CIL Regulations (2010) (as amended) are necessary, directly related to the development and fairly related in scale and kind to the development.

The following Heads of Terms are suggested:

AFFORDABLE HOUSING

- i. The Agreement will provide for 30% affordable housing with a tenure split to be agreed with the Local Authority.

OPEN SPACE

- i. The Agreement will require the Developer to provide onsite informal open space and an equipped children's play area.
- ii. Appropriate phasing requirements will be specified together with the requirement to agree with the Council an appropriate scheme for the long term maintenance and management of these areas, including any off-site commuted sums as applicable.

HIGHWAYS AND PUBLIC TRANSPORT

- i. The Agreement will require the Developer to provide, as necessary, the improvements identified to improve the public highway, sustainable and public transport provision within the vicinity of the site.

OTHER

- i. Other contributions may be identified through the planning consultation process, and subject to meeting the appropriate tests of necessity and reasonableness, consideration will be given to their inclusion.