

**Appeal by Gladman Developments Ltd**

**Land off Pear Tree Lane, Euxton**

**Against the Refusal of Planning  
Permission by Chorley Borough Council on the  
Outline 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”*

**LPA Reference:  
19/00654/OUTMAJ**

**PLANNING INSPECTORATE REFERENCE:**

**APP/D2320/W/20/3247136**

**Housing Requirement and Five Year  
Housing Supply**

**Supplementary Statement of Common  
Ground 2**

**between**


**Gladman Developments Ltd and  
Chorley Borough Council**

**Chorley  
Council**

**1. INTRODUCTION**

1.1 This Supplementary Statement of Common Ground 2 (SSoCG2) addresses the areas of common ground in respect of the housing requirement and five year housing supply and seeks to narrow down the issues that remain in dispute. It follows guidance contained within Annex T of The Planning Inspectorate Procedure Guide January 2020.

1.2 SSoCG2 is agreed by:



Signed

Date 26/5/20

Name Christien Lee

On behalf of Gladman Developments Ltd



Signed

Date 26/05/20

Name Zoe Whiteside

On behalf of Chorley Borough Council

## 2. HOUSING LAND REQUIREMENT

### Background

- 2.1 The parties agree that Central Lancashire is defined as the area covered by the following three Local Planning Authorities: Preston City Council, South Ribble Borough Council and Chorley Borough Council.
- 2.2 They also agree that the Councils, together with Lancashire County Council, have a history of joint working which reflects the compact nature of this part of Lancashire.
- 2.3 Finally, it is agreed that the area functions as one integrated local economy and travel to work area and is a single Housing Market Area. Containment levels approach 80% for travel to work and exceed 80% for housing moves when long distance moves are excluded.

### Development plan

- 2.4 The history and depth of joint working by the Councils is reflected in the current development plan. The principal spatial plan is the Central Lancashire Core Strategy, adopted by the Councils in July 2012. The plan covers the administrative areas of all three Councils.
- 2.5 Central Lancashire Core Strategy Policy 1 sets out the overall spatial pattern of development across Centre Lancashire. Policy 4 contains the housing requirements for each of the Councils as follows:

Preston:	507	dwellings pa (dpa)
South Ribble:	417	dpa
Chorley:	417	dpa
<b>Total:</b>	<b>1,341</b>	<b> dpa</b>

The adopted development plan housing requirement for Chorley is therefore 417 dwellings per annum from 2010 to 2026.

### Standard method

- 2.6 The parties agree that minimum local housing need for Preston City, South Ribble Borough and Chorley Borough should be calculated using the standard method set out in national planning guidance in accordance with footnote 37 to paragraph 73 of the National Planning Policy Framework February 2019.
- 2.7 Calculated using the standard method, as at April 1<sup>st</sup> 2020, minimum housing need for each district is as follows:

Preston:	250	dwellings pa (dpa)
South Ribble:	191	dpa
Chorley:	569	dpa
<b>Total:</b>	<b>1,010</b>	<b> dpa</b>

### **Base date**

- 2.8 The parties agree that the Five Year Housing Supply should be assessed for the purposes of the current appeal with a base date of 1<sup>st</sup> April 2020, and that the relevant five year period is therefore 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025.

### **The Buffer**

- 2.9 The parties agree that a 5% buffer applies on the basis of the Housing Delivery Test: 2019 Measurement.

### **Chorley requirement**

- 2.10 The parties agree that the sum of standard method minimum local housing need across Central Lancashire is 1,010 dwellings per annum as at 1st April 2020, as set out in paragraph 2.7.
- 2.11 The Councils have collectively agreed a distribution of the standard method minimum local housing need between the Central Lancashire authorities through the Statement of Common Ground (May 2020) relating to the provision and distribution of housing land to arrive at the following local housing requirements.

Preston:	404	dwellings pa (dpa)
South Ribble:	328	dpa
Chorley:	278	dpa
<b>Total:</b>	<b>1,010</b>	<b> dpa</b>

- 2.12 These figures diverge from those at paragraph 5.3 of the Joint Memorandum of Understanding & Statement of Cooperation relating to the provision and distribution of Housing Land (April 2020) because the Councils have used the most recent median workplace-based affordability ratios (published in March 2020) applied to the baseline housing growth figure. Applying the MOU distribution to this aggregate figure (1,010 dpa) means that, at April 2020, these are the minimum requirement for each Central Lancashire authority. A Statement of Common Ground on the provision and distribution of Housing Land (May 2020) has been produced by the Central Lancashire authorities in accordance with paragraph 8.1(d) of the Joint Memorandum of Understanding.
- 2.13 PPG Para 2a-013-20190220 on Housing and Economic Development Needs

Assessments states that “in circumstances where local housing needs assessments cover more than one area, for example where LPAs are working jointly on strategic plans, the housing need for the defined area should at least be equal to the sum of the minimum number of homes needed in each LPA; and advises that it is a matter for the relevant LPAs to determine the distribution of the total minimum number of homes needed across the plan area.”

2.14 The Councils have considered the distribution of homes across the HMA through the Duty to Cooperate, which is expected to be a continuous and ongoing process, and set out the agreed distribution on distribution in the Statement of Cooperation relating to the provision and distribution of Housing Land (April 2020). The May 2020 Statement of Common Ground relating to the provision and distribution of housing land applies this to the latest assessment of housing need in Central Lancashire, and the Council considers this provides the appropriate housing requirement figures against which to assess five year land supply at the current time.

2.15 PPG Para 2a-013-20190220 on Housing and Economic Development Needs

Assessments states “where strategic policies are being prepared jointly, housing need for the defined area should at least be the sum of the local housing need for each local planning authority within the area. It will be for the relevant strategic policy-making authority to distribute the total housing requirement which is then arrived at across the plan area.”

2.16 The Appellant considers that in light of the guidance referenced above (PPG Para 2a-013-20190220), determining and distributing the housing requirement across the Central Lancashire Plan area is a matter for the relevant strategic policy-making authority as part of the plan making process.

2.17 The Council considers that Central Lancashire’s housing requirement should be 1,010 dwellings per annum, distributed as follows: Preston 40%, South Ribble 32.5% and Chorley 27.5%. This results in a five year housing land requirement for Chorley of 278 dwellings per annum, or 1,390 dwellings for the 5 years commencing 1<sup>st</sup> April 2020.

2.18 The Appellant considers that applying a housing requirement that has not been tested at examination is inappropriate. The appellant’s position is that for the purpose of this appeal, standard method minimum local housing need for 569 dwellings per annum or 2,845 for the 5 years commencing 1<sup>st</sup> April 2020 should be the basis for calculating Chorley’s five-year housing land supply.

### **3. THE HOUSING LAND SUPPLY**

3.1 The Council considers that the deliverable five year housing land supply at 1<sup>st</sup> April 2020 is 1,617 dwellings. This has reduced from 1,663 dwellings as identified in the Five Year

Housing Supply Statement published May 2020 due to further information being provided by Homes England on the development at Cowling Farm. The deliverable supply for this site is now 112 dwellings.

- 3.2 The Appellant considers that the deliverable five year housing land supply at 1<sup>st</sup> April 2020 is 1,505 dwellings.
- 3.3 The differences between the parties and the reasons for them are set out in Schedule 1 attached to this Statement.

#### 4. SUMMARY

- 4.1 The Council considers that the deliverable five year housing land supply at 1<sup>st</sup> April 2020 is 1,617 dwellings, and that this equates to 5.5 years.
- 4.2 The Appellants consider that the deliverable five year housing land supply at 1<sup>st</sup> April 2020 is 1,505 dwellings, and that this equates to 2.5 years.
- 4.3 The positions of the parties are summarised in the following table:

	The Housing Requirement		
		Council	Appellant
A	Annual requirement	278	569
B	Total five year requirement	1,390	2,845
C	Annual requirement with 5% buffer	292	598
D	Total five year requirement with 5% buffer	1,460	2,990
F	Total five year housing supply	1,617	1,505
G	Available supply in years	5.5	2.5

**SCHEDULE 1**

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**SITES AND CATEGORIES OF SUPPLY DISAGREED**  
**WITH APPELLANT'S FIGURES AND REASONS**

**Allocated Sites without Planning Permission**

<b>Site &amp; Local Plan Ref</b>	<b>Council Deliverable Dwellings 2020-25</b>	<b>Appellant Deliverable Dwellings 2020-25</b>	<b>Reasons</b>
Cowling Farm, Chorley (HS1.5)	112	0	No clear evidence that housing completions will begin on site within five years