

Ribble Saw Mill
Paley Road
Preston PR1 8LT

01772 369 669
01772 887 022
mail@pwaplanning.co.uk
www.pwaplanning.co.uk

Pendle Core Strategy Plan Examination

Hearing Sessions

EXAMINATION STATMENT

20th March 2015

PWA_13-016_ES01

1 INTRODUCTION

- 1.1 This statement is submitted on behalf of Marcus Kinsman (landowners) and supplements previous representations made during November 2014 to the Publication version of Pendle Core Strategy.
- 1.2 PWA Planning is instructed to review and comment upon the emerging Core Strategy in relation to land north of Wheatley Lane Road, Barrowford.
- 1.3 This statement has been prepared with reference to the 'Examination Guidance Notes' (ref I/006) and 'Matters and Issues to be discussed at Hearing Sessions' (ref I/008) documents issued by the Inspector and specifically responds to those issues set out in relation to Session 4 – The Housing Requirement and Session 5 – How Is The Housing Requirement To Be Met. For ease of reference, the statement is structured to reflect the specific questions as set out by the Inspector in respect of each of those sessions.
- 1.4 The matters addressed herein will demonstrate that our statement as submitted in November 2014 remains relevant to the examination of the Pendle Core Strategy in that:
 - There exists clear evidence that the Plan in its current form is not sound;
 - Land at Trough Laithe should not form a strategic site and rather should be considered in greater detail alongside other large housing sites at the Local Plan Part 2: Site Allocations and Development Policies Document;
 - If the land at Trough Laithe is to be allocated as a strategic site for housing, there is clear evidence that Land north of Wheatley Land, Barrowford should also form part of a strategic allocation in order that the Authority are able to demonstrate an ability to meet the housing needs of the Borough over the plan period.
 - If the Trough Laithe site is not to be removed from the proposed Core Strategy, the Council should abandon the examination of this document and begin a Local Plan which is able to fully consider site allocations across the Borough and across the Plan period.

3 SESSION 5

- 3.1 The Inspector has allocated Session 5 to deal with the How is the Housing Requirement to be Met? In this respect the Inspector has set out a number of key questions this hearing session will consider; we have addressed relevant questions in turn below.

Question 1

Is Policy LIV1 effective in indication how the housing requirement will be met, including the contribution that will be made from new allocations and existing commitments?

- 3.2 Policy LIV1 sets out the amount of new housing required to meet the borough's Objectively Assessed Need (OAN) over the plan period (2011-2030) as well as providing a trajectory illustrating target delivery rates which increase over time. Indeed the initial five year period of the plan carries a target housing delivery rate of just 250dpa, the very minimum set out in the evidence base considering the OAN.

- 3.3 The Policy relies too heavily upon one strategic site to deliver housing in the immediate initial Plan period and save for this strategic site relies entirely upon Policy SDP3 and the intended Site allocations (Local Plan Part 2) to consider further the availability of deliverable housing land.

Question 4

Is the proposed strategic site at Trough Laithe justified (Policy LIV2)? Does it fit with the settlement hierarchy of the Plan (Barrowford is defined as a Local Service Centre)? Should the site for part of the CS or should consideration be deferred to the SAP?

- 3.4 The Council propose that the identified Strategic Site at Trough Laithe is required in order that the housing land supply during the initial years of the plan period can be met. Whilst we agree that the identification of land for housing must be required if the Council are to demonstrate a deliverable supply of housing land to meet the identified OAN, it is considered that the identification of a sole strategic site in the manner proposed is inappropriate. The allocation of this site within the Core Strategy does not relate to the wider Borough in proposing strategic areas for development and rather fulfills the purpose of a site allocation; in this respect Policy LIV2 should be removed from the Core Strategy with consequential amendments to the remainder of the document and should instead be considered alongside other developable and deliverable sites which are deemed suitable in the SHLAA and indeed may be found to be equally or more appropriate than that proposed.

- 3.5 It is proposed that if the Core Strategy is to be brought forward that the Trough Laithe site should be removed and consideration of this allocation be dealt with alongside others in the Site Allocations and Development Policies document.

- 3.6 If the Trough Laithe site is proposed to remain as per the submission draft it is considered that the Council should also consider the abandonment of the proposed Core Strategy and rather begin preparation of a Local Plan which can assess fully the allocation of land to meet the housing needs of the Borough.

Question 5

Is the Trough Laithe site deliverable in the early years of the Plan period? Is Policy LIV2 sufficiently clear on how and what will be delivered (500 units)? Are there any significant constraints such as historic heritage and access which may prevent the site coming forward? Is the site capable of being readily accessible by public transport, walking and cycling? Should there be a requirement for a development brief for the site?

- 3.7 It has not been demonstrated that the Trough Laithe is deliverable in the context of the NPPF Paragraph 47. Footnote 11 states that *To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.* The various issues outlined by the Inspector have not been dealt with by way of a planning permission, nor have these matters been dealt with by an appropriately rigorous allocations process.

Question 9

Would an alternative approach to the identification of a single strategic housing site e.g. the allocation of a range of smaller greenfield/brownfield sites, be more effective in boosting the supply of housing?

- 3.8 Taken in isolation the Trough Laithe site functions as a large potential housing site which is considered by the Council to assist in the short term needs of the Borough in terms of housing land supply.

However, this large housing site in isolation cannot deliver the required housing across the Plan period and the identification of other large and small sites of both greenfield and brownfield land it is clearly necessary if the Core Strategy is to deliver the housing required to meet the identified needs over the Plan period.

Question 10

Has the Plan demonstrated through a housing implementation strategy how delivery of a full range of housing will be maintained over the Plan period, including continuous five year supply of deliverable housing sites?

3.9 Through failing to properly identify strategic areas for the delivery of housing the Plan does not adequately demonstrate that the required housing needs can be met. It is not adequate to identify one specific site through the Local Plan and in turn rely upon a subsequent allocations document to identify land for the delivery of the remainder of the Core Strategy. In particular the lack of deliverable housing land is evident with reference to the proposed Housing Trajectory set out at LIV1a which illustrates delivery of just 250dpa for the period 2015-2020 representing 48dpa shortfall on the overall annual target for the Plan period. Indeed the figure is the absolute minimum recommended by NLP in their assessment of the OAN for the Borough.

Question 11

Will the Plan be able to ensure a five year housing supply at the point of adoption, taking into account the need to make up any shortfall in provision from the start of the Plan period and the application of a buffer as required by paragraph 47 of the Framework?

3.10 The lack of deliverable housing land has been discussed above and indeed is evident with reference to the proposed Housing Trajectory set out at LIV1a which illustrates delivery of just 250dpa for the period 2015-2020 representing 48dpa shortfall on the overall annual target for the Plan period. Indeed the figure is the absolute minimum recommended by NLP in their assessment of the OAN for the Borough.

4 SOUNDNESS AND CONCLUSIONS

4.1 It is clear that the Council's approach to housing delivery is not appropriately justified nor effective, and in this respect it is clear that the Plan is not compliant with the considerations set out at paragraph 182 of the NPPF and cannot be considered sound in its current form.

4.2 It is considered that the proposed strategic site at Trough Laithe does not perform any strategic function and rather is a site allocation which should be dealt with outwith the proposed Core Strategy at such a time as it can be brought forward with due consideration to other land allocation for residential development across the Borough. There is compelling evidence that land north of Wheatley Lane, Barrowford performs a similar function to the land at Trough Laithe and has the ability to deliver housing in the short term, significantly boosting the supply of housing.

4.3 The Council should either abandon the proposed Core Strategy in favour of a new Local Plan to fully consider land allocations, or should remove the proposed strategic site and instead deal with all such site allocations within the forthcoming proposed Local Plan Part 2: Site Allocations and Development Policies document.