

6. Planning Policy Context

Introduction

6.1 This chapter has been prepared by Avison Young and sets out the relevant planning policy context against which the application proposals should be considered. The chapter identifies all of the relevant policies which form the Local Development Plan in addition to relevant national planning policy and guidance. More specific policies are highlighted within relevant chapters. An analysis of how the scheme complies with planning policy is contained in the Supporting Planning Statement also produced by Avison Young (August 2021).

Planning Policy Context

The Development Plan

6.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to determine planning applications in accordance with policies contained within the Statutory Development Plan unless material planning considerations indicate otherwise. In this case, the Development Plan for the area comprises:

- The South Ribble Borough Council Local Plan 2012-2026 (adopted July 2015);
- The Central Lancashire Core Strategy DPD (adopted July 2012);
- Penwortham Town Neighbourhood Plan (2017); and
- Joint Lancashire Minerals and Waste Local Plan (2009).

6.3 There are no policies contained in the Joint Lancashire Minerals and Waste Local Plan which are relevant to the determination of this application and therefore this document is not considered further.

South Ribble Local Plan

6.4 The site falls with the Major Development allocation under Policy C1 (Pickering's Farm, Penwortham) of the South Ribble Local Plan.

6.5 **Policy C1 (Pickering's Farm, Penwortham)** states that:

"Planning permission will only be granted for the development of the Pickering's Farm site subject to the submission of:

- i) *an agreed Masterplan for the comprehensive development of the site. The Masterplan must include the wider area of the Pickering's Farm site which includes the safeguarded land which extends to Coote Lane as shown on the Policies Map, and make provision for a range of land uses to include residential, employment and commercial uses, Green Infrastructure and community facilities;*

- ii) a phasing and infrastructure delivery schedule; and
- iii) an agreed programme of implementation in accordance with the Masterplan and agreed design code¹."

6.6 **Policy D1 (Allocation of Housing Land)** lists the sites that are allocated for residential development and related infrastructure which is to be delivered through CIL and/or developer contributions. The allocated housing land equates to a total of 6,576 dwellings over the Plan period. It is estimated that the Pickerings Farm Major Mise Use Development Site can accommodate approximately 1,350 dwellings.

6.7 **Policy A2 (Cross Borough Link Road (Development Link Road))** states that:

"Land will be protected from physical development for the delivery of the Cross Borough Link Road. The Cross Borough Link Road comprises:

- A road to be constructed from Carrwood Road to The Cawsey, as shown on the Policies Map; and
- A road to be constructed through the major development site at Pickering's Farm as shown diagrammatically on the Policies Map²."

6.8 **Policy A1 (Developer Contributions)** states that:

"New development will be expected to contribute to mitigating its impact on infrastructure, services and the environment and to contribute to the requirements of the community. This may be secured as a planning obligation through a Section 106 agreement, where development would otherwise be unacceptable and through the Community Infrastructure Levy (CIL) by way of a Charging Schedule. The types of infrastructure that developments may be required to provide contributions to are listed within the policy³."

6.9 **Policy D2 (Phasing, Delivery and Monitoring)** sets out the indicative timescales for the phased delivery of identified housing sites in order to meet the scale of development required over the Plan period and to ensure that the scale and timing of new infrastructure that is required. Annual monitoring of the delivery of housing will be undertaken. In relation to the site, Policy D2 envisages the following residential development set out in three phases:

- 2010/11-2015/16 – 150 dwellings
- 2016/17-2020/21 – 600 dwellings
- 2021/22-2025/26 – 600 dwellings

6.10 **Policy B1 (Existing Built-Up Areas)** states that:

"Within the existing built-up areas, as defined on the Policies Map, proposals for the re-use of undeveloped and unused land and buildings, or for redevelopment, will be permitted provided that the development:

¹ South Ribble Local Plan Policy C1

² ibid Policy A2

³ ibid Policy A1

- *Complies with the requirements for access, parking and services, as set out elsewhere in this Plan;*
- *Is in keeping with the character and appearance of the area; and*
- *Will not adversely affect the amenities of nearby residents⁴.*"

6.11 The following policies of the South Ribble Local Plan are also of relevance to this application. An assessment of the proposals against these policies can be found at **Appendix 8** of the Supporting Planning Statement (August 2021).

- i. Policy F1 (Parking Standards);
- ii. Policy G7 (Green Infrastructure – Existing Provision);
- iii. Policy G8 (Green Infrastructure – Future Provision);
- iv. Policy G10 (Green Infrastructure Provision in Residential Developments);
- v. Policy G11 (Playing Pitch Provision);
- vi. Policy G12 (Green Corridors/Green Wedges);
- vii. Policy G13 (Trees, Woodlands and Development);
- viii. Policy G16 (Biodiversity and Nature Conservation);
- ix. Policy G17 (Design Criteria for New Development); and
- x. Policy H1 (Protection of Health, Education, Other Community Services and Facilities).

Central Lancashire Core Strategy

6.12 The Central Lancashire Core Strategy was jointly produced by South Ribble, Chorley and Preston City Authorities. It identifies three proposed strategic locations for development, the third of which is South of Penwortham and North of Farington, within which the site lies. The relevant policies of the Central Lancashire Core Strategy are summarised below:

6.13 **Policy 1 (Location Growth)** states that growth and investment will be concentrated in:

(iii) "The settlements south of the River Ribble, comprising:

- *Penwortham, focussing on the regeneration of the District Centre but with some greenfield development at the South of Penwortham and North of Farington Strategic Location⁵.*"

⁴ South Ribble Local Plan Policy B1

⁵ Central Lancashire Core Strategy Policy 1

- 6.14 **Policy 4 (Housing Delivery)** states that Councils should ensure that:

"There is enough deliverable land suitable for house building capable of providing a continuous forward looking 5 year supply in each district from the start of each annual monitoring period and in locations that are in line with the Policy 1, the brownfield target (of 70% of all new housing) and suitable for developments that will provide the range and mix of house types necessary to meet the requirements of the Plan area⁶."

- 6.15 **Policy 7 (Affordable and Special Needs Housing)** states that:

"Subject to such site and development considerations as financial viability and contributions to community services, to achieve a target from market housing schemes of 30% in the urban parts of Preston, South Ribble and Chorley, and of 35% in rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; on any rural exception sites including those in the Green Belt there will be a requirement of 100%."

- 6.16 **Policy 14 (Education)** states that Local Authorities should provide for education requirements by:

"(a) Enabling new schools and other educational facilities to be built in locations where they are accessible by the communities they serve, using sustainable modes of transport⁸."

- 6.17 The following policies of the Central Lancashire Core Strategy are also of relevance to this application. An assessment of the proposals against these policies can also be found at **Appendix 8** of the Supporting Planning Statement (August 2021).
- i. Policy 3 (Travel);
 - ii. Policy 5 (Densities);
 - iii. Policy 6 (Housing Quality);
 - iv. Policy 17 (Design of New Buildings);
 - v. Policy 18 (Green Infrastructure);
 - vi. Policy 22 (Biodiversity and Geodiversity);
 - vii. Policy 23 (Health);
 - viii. Policy 24 (Sport and Recreation);
 - ix. Policy 25 (Community Facilities);

⁶ ibid Policy 4

⁷ ibid Policy 7

⁸ ibid Policy 14

- x. Policy 26 (Crime and Community Safety);
- xi. Policy 27 (Sustainable Resources and New Developments); and
- xii. Policy 30 (Air Quality).

Penwortham Town Neighbourhood Plan

6.18 Penwortham Town Council has prepared a Neighbourhood Development Plan ('NDP') that covers the Penwortham Town Area. The NDP was made in March 2017 and defines the community's vision and aspirations for the town of Penwortham and future development growth up to 2026. The NDP recognises that Pickering's Farm is allocated for major development in the South Ribble Local Plan. The relevant NDP policies are summarised below:

6.19 **Policy 2 (Requirements for New Large Scale Residential Development)** states that:

"The phases of development on the large allocations for residential development should be either relatively small in scale or broken up into smaller parcels, each phase or parcel with its own individual design and place characteristics⁹."

6.20 **Policy 3 (Types of Residential Property)**, requires new residential developments in Penwortham to:

"Provide 10% of the affordable housing, as required by Policy 7 of the Central Lancashire Core Strategy, to be specifically for occupation by older people; and 10% of each development as single storey property suitable for use by older people¹⁰."

6.21 **Policy 5 (New Sporting Facilities)** states that:

"The Town Council will, in working through the Masterplan preparation for the Pickering's Farm site, seek to locate the new sporting facilities adjacent to the existing Community Centre¹¹."

6.22 **Policy 7 (Penwortham Cycle and Walking Route)** states that:

"Penwortham Town Council, working with Lancashire County Council, South Ribble Borough Council, the developers of Pickering's Farm and local groups will protect from any form of development that would prejudice the delivery of, a dedicated circular route for cyclists and walkers¹²"

Other Material Considerations

6.23 Aside from the Development Plan, there are a number of other material considerations which should be taken into consideration in the determination of this application, including:

- i. SRBC's Supplementary Planning Documents (SPD);

⁹ Penwortham Town Neighbourhood Plan (2017), Policy 2

¹⁰ ibid Policy 4

¹¹ Ibid Policy 6

¹² Ibid Policy 8

- ii. Housing Land Position Incorporating Update to SHLAA (2018); and
- iii. National Planning Policy Framework (NPPF) (July 2021); and
- iv. National Planning Practice Guidance (NPPG).

Supplementary Planning Documents (SPD's)

6.24 The following SPD's contain policies relevant to the determination of this application:

Central Lancashire Affordable Housing SPD

6.25 This document provides guidance for Developers on the tenure and design of affordable housing. The document also notes that if there is any doubt about viability on a particular site, it will be the responsibility of the developer to make a case that applying the Council's affordable housing requirement for their scheme makes the scheme not viable. Where the Council is satisfied this is the case, the Council has a number of options open to it including changing the mix of the affordable housing before needing to consider whether a lower level of affordable housing is appropriate. In individual scheme negotiations, the Council will also need to consider the balance between seeking affordable housing and its other developer contribution requirements.

Central Lancashire Open Space and Playing Pitch SPD

6.26 The purpose of this document is to provide advice on how the Councils' open space and playing pitch policies, as set out in the Local Plans, are to be implemented. This includes guidance on provision standards and how they will be applied. The Open Space and Playing Pitch SPD sets standards of provision for each Local Authority. These quantity standards are a guideline as to how much open space, sport and recreation provision per 1,000 people is needed to strategically serve the area. The standards are as follows (albeit the Playing Pitches policy includes the provision for contributions):

Table 6.1: Open Space Requirements

Typology	Standard: Hectares per 1,000 population		
	Preston	South Ribble	Chorley
Amenity greenspace	0.54	1.33	0.73
Provision for children and young people	0.02	0.06	0.08
Parks and Gardens	1.81	0.66	1.91

Natural and semi natural greenspace	1.78	1.98	4.64
Allotments	0.17	0.08	0.07
Playing Pitches	1.01	1.14	1.21

Housing Land Position Incorporating Update to SHLAA

- 6.27 The SHLAA (2020) reports that as at 1st April 2020 the Borough had a gross five year supply of land sufficient for 3,130 dwellings. This equates to a 13.3 years land supply, including a 5% buffer. The document also sets out the number of dwellings that the Major Development Site is expected to deliver. This figure is stated to be 1,100 residential units on land controlled by Homes England and Taylor Wimpey. The five-year supply calculation assumes 90 dwellings will be delivered on the Major Development Site within five years i.e. between 2020 and 2025.

The Emerging Central Lancashire Local Plan

- 6.28 In 2018, a review of the Central Lancashire Core Strategy and individual local plans was begun with a view to delivering a single Central Lancashire Local Plan (CLLP), reflecting both the shared strategic policy objectives and more detailed non-strategic policies up to 2036. A Call for Sites exercise was undertaken in early 2019 and options and an Issues and Options consultation was held. The Councils are currently working to prepare a Preferred Options consultation paper for consultation in late 2021 and following this, a Local Plan for submission in 2022. As the emerging Local Plan is still at a very early stage of development, it has not been considered further, as limited if any weight can be attached to it.

National Planning Policy Framework (NPPF)

- 6.29 The NPPF sets out planning policies and guidance at the national level and how this is to be applied. The NPPF constitutes a material consideration in the determination of planning applications.

Achieving Sustainable Development

- 6.30 Central to the NPPF is a presumption in favour of sustainable development and the need for the planning system to support economic growth. Paragraph 11 of the NPPF sets out the presumption in favour of Sustainable Development:

"11 Plans and decisions should apply a presumption in favour of sustainable development. For plan-making this means that:

- a) All plans should promote a sustainable pattern of development that seeks to; meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;;

- b) *strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*
- i. *the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; 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.*

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-date, 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 whole¹³.*

Summary

- 6.31 In summary, the application site is allocated for mixed use development in accordance with Policy C1 of the South Ribble Local Plan, which forms part of the Council's adopted Development Plan. The site has been earmarked by the Council for several years and forms a major part of the Council's current and future housing land supply. Further analysis of these application proposals, in respect of their compliance with the planning policy is provided within the accompanying Planning Statement (Avison Young, August 2021).

¹³ National Planning Policy Framework July 2018, Page 6, Paragraph 11