

TOWN AND COUNTRY PLANNING ACT 1990

**APPEAL BY GLADMAN DEVELOPMENTS LTD
AGAINST RIBBLE VALLEY BOROUGH COUNCIL'S
REFUSAL OF PLANNING PERMISSION
PROPOSED ERECTION OF 110 DWELLINGS,
AT LAND AT HENTHORN ROAD, CLITHEROE**



**PUBLIC INQUIRY
TO BE HELD 8 – 10 MAY 2019**

**PROOF OF EVIDENCE OF
RACHEL HORTON MA BSc (Hons)
ON BEHALF OF THE LOCAL PLANNING AUTHORITY**

**PINS REFERENCE APP/T2350/W/19/3221189
LPA REFERENCE 3/2018/0688**

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1. Executive Summary

- 1.1 My name is Rachel Horton. I hold a MA in Town and Regional Planning and BSc honours degree in Geography and Environmental Science. I am a Licentiate member of the RTPI.
- 1.2 I am a Senior Planning Policy Officer at Ribble Valley Borough Council and have worked for the Authority since 2007. My duties include monitoring housing land supply.
- 1.3 The evidence which I have prepared and provide for this appeal reference APP/T2350/W/19/3221189 in this proof of evidence is true, and I confirm that the opinions expressed are my true and professional opinions.
- 1.4 This Proof of Evidence should be read in conjunction with the one submitted by Mr Simon Plowman which deals with general planning matters. My evidence focuses on the identified Matters in Dispute set out in the 'Statement of Common Ground on Housing Land Supply', namely 5 year supply of deliverable housing sites.
- 1.5 Information relating to the proposal is set out in the Council's Statement of Case previously submitted and also in the planning application documents that form part of this Appeal.
- 1.6 My evidence deals with the Councils approach to the identification of a 5-year supply as of the agreed base date at 30th September 2018. I will show that the Council can demonstrate a five year supply such that the 'tilted balance' test of paragraph 11 of the National Planning Policy Framework is not engaged. Policies in relation to the supply of housing can be considered up to date.
- 1.7 The Council adopts the Sedgefield Approach and can demonstrate a marked increase in completions above the 280 annual requirement since 2014. Publication of the latest Housing Delivery Test results in February 2019 confirms that the Authority has demonstrated persistent delivery over the last 3 years. The application of a 5% buffer applies.

- 1.8 The '5 Year Supply Statement' (base date 30th September 2018) sets out a deliverable supply of 2,543 dwellings made up of permissions from large sites (over 0.4 hectares), small sites (under 0.4 hectares) and a windfall allowance of 78 dwellings.
- 1.9 Clear evidence of delivery on housing sites during the course of publishing the latest '5 Year Supply Statement' has been obtained. In particular, signed Statements of Common Ground (SOCG) in accordance with para 36. of PPG Guidance 'Housing and Economic Land Availability Assessment'. Expected completions on sites over the 5 year period have been agreed by developers, and/or land agents and the Authority.
- 1.10 I hold the view that the assessment made is based upon robust clear evidence which is produced in consultation with the housebuilding industry. The Council can clearly demonstrate it has more than a 5 Year Supply such that the tilted balance of paragraph 11 is not engaged. The Council has undertaken to identify a supply of housing that addresses the requirements based upon the Local Planning Authority requirement and has taken the necessary steps to fulfil the principle role that is to grant planning permissions to ensure a 5 year supply. In addition, the Council through its development plan functions has sought to identify sufficient land to ensure delivery can be met.
- 1.11 The evidence outlined within this proof and obtained at the point of compiling the '5 Year Supply Statement' at the base date is considered to constitute as clear evidence of delivery. Evidence beyond the base date outlined within this proof has been included to validate the assumptions made.

2. Base Date and Supply Position Summary

2.1 5 Year Supply Position

2.1.1 It is the Council's position that it can demonstrate a five year supply of housing land in accordance with paragraph 73 of the Framework (NPPF), in which case its policies in relation to the supply of housing can be considered up to date. Ribble Valley can currently demonstrate a 6.1 year supply of housing as set out on pages 7 - 11 of the current '5 Year Supply Statement'¹ which has a base date of the 30th September 2018 and was published in November 2018. On this basis, the current 5 year supply period runs from the 1st of October 2018 – 30th September 2023. The evidence for the '5 Year Supply Statement' can be found in the accompanying '5 Year Supply Housing Land Availability Survey'² and '5 Year Supply Evidence of Delivery'³ document. Copies of all three documents are attached at Appendix 1.

2.1.2 The above documents which inform the Council's Housing Land Supply Position takes into account the publication of Planning Practice Guidance (PPG) 'Housing and economic land availability assessment' issued 13th September 2018⁴. In particular, what constitutes a 'deliverable' site and how an Local Planning Authority (LPA) can obtain 'clear evidence' of delivery. The substantive part of this text is outlined as follows:

What constitutes a 'deliverable site' in the context of housing policy?

Annex 2 of the National Planning Policy Framework defines a deliverable site in terms of an assessment of the timescale for delivery and the planning status of the site. For sites with outline planning permission, permission in principle, allocated in a development plan or identified on a brownfield register, where clear evidence is

¹ Available at:

https://www.ribblevalley.gov.uk/download/downloads/id/11996/5_yr_supply_statement_october_2018.pdf

² Available at:

https://www.ribblevalley.gov.uk/download/downloads/id/11995/housing_land_availability_survey_october_2018.pdf

³ Available at:

https://www.ribblevalley.gov.uk/download/downloads/id/11997/5_yr_supply_%E2%80%93_evidence_of_delivery_october_2018.pdf

⁴ Available at: <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment#methodology--stage-3-windfall-assessment-where-justified>

required to demonstrate that housing completions will begin on site within 5 years, this evidence may include:

- *any progress being made towards the submission of an application;*
- *any progress with site assessment work; and*
- *any relevant information about site viability, ownership constraints or infrastructure provision.*

For example:

- *a statement of common ground between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates (para. 36 of PPG Guidance 'Housing and Economic Land Availability Assessment).*

2.1.3 It has been agreed between the parties at the time proofs are due that the base date in relation to the current housing supply is the 30th September 2018.

2.1.4 The '5 Year Supply Statement' outlines a deliverable supply of 2,465 dwellings made up of a number of housing sites with planning permission. The delivery of each site over the 5 year period has been assessed using the 'definition of deliverable' and other evidence obtained from landowners, developers and agents. The LPA also includes a windfall allowance of 78 dwellings to the supply. The total deliverable supply is therefore 2,543 dwellings.

2.1.5 The current housing requirement of 280 dwellings per annum was established following the Examination of the Core Strategy and its subsequent adoption in December 2014. The Adopted Core Strategy is less than 5 years old and establishes the housing requirement. The Council uses the annual requirement figure of 280 dwellings per year, as set out in Key Statement H1 of the adopted Core Strategy. This figure has been agreed between the parties as the relevant OAN figure. The shortfall is agreed as 578 dwellings which the Council takes into account in the 5 year supply, and that it should be dealt with within five years applying the Sedgefield Method.

2.2 The Housing Delivery Test (HDT) and 5% Buffer

- 2.2.1 The publication of the ‘Housing Delivery Test: 2018 measurement technical note’⁵ and results on the 19th of February 2019 confirms that Ribble Valley has met the required delivery of homes over the last 3 years. The application of a 5% buffer is the correct method of calculation and thus is agreed by both parties within the ‘Statement of Common Ground on Housing Land Supply’. The results of the Housing Delivery test for the Ribble Valley can be found at Appendix 2.
- 2.2.2 The Council acknowledges the standardised methodology will be the basis to establish future housing requirements as part of a revised OAN.
- 2.2.3 As the authorities Local Plan is less than 5 years old it is agreed between the parties to apply the current adopted requirement of 280 per annum to this appeal.

2.3 The Housing and Economic Development, Development Plan Document (HED DPD)

- 2.3.1 The Council is preparing an allocation plan which sits alongside the Core Strategy. The Housing and Economic Development Plan Document (HED DPD) is currently at examination stage with hearings held in November 2018 and January 2019.
- 2.3.2 The Council has undertaken measures to identify additional housing sites as part of the HED DPD. Two sites were proposed in the submission plan at Mellor and Wilpshire and a further five were proposed as Main Modifications to the HED DPD. The main modifications document is currently out for 6 weeks consultation which ends on the 12th of April 2019 and can be found at Appendix 3. By this mechanism the Council has identified land to deliver a further 240 dwellings to the supply outlined as follows on the next page.

⁵ Available at: <https://www.gov.uk/government/publications/housing-delivery-test-2018-measurement>

Table 1 – Proposed Housing Allocation Sites

Site Reference	Site Name / Location	Approx. Site Capacity
HAL 1	Land at Mellor Lane, Mellor	18 dwellings
HAL 2	Land at Wilpshire	32 dwelling
MM1	Chatburn Road, Clitheroe	20 dwellings
MM2	Land off Hawthorne Place, Clitheroe	40 dwellings
MM3	Highmoor Farm, Clitheroe	100 dwellings
MM4	South of Laycocks Farm, Langho	10 dwellings
MM5	Haugh Head, Whins Lane, Read & Simonstone	20 dwellings
	TOTAL	240 Dwellings

3. Housing Delivery

3.1 Confirmation of the Buffer

- 3.1.1 Delivery of housing within the Borough has significantly increased, markedly so in the past 4 years since the adoption of the Core Strategy, such that the Council applies a 5% buffer. Publication of the Housing Delivery Test results in February 2019 further substantiates the Authorities position in this respect (refer to Appendix 2).
- 3.1.2 The Council's monitoring period for completions runs from the 1st of April to the 31st of March the following year. Continual monitoring of completions and permissions informs the Authorities bi-annual (31st March and 30th September respectively) publication of the '5 Yr Housing Land Supply Statement'. The Authorities last publication of its housing land supply position was in September 2018. The table below confirms number of completions from the 1st of April 2018 up to the last monitoring period of 30th September 2018.

Table 2 – Housing Completions

Monitoring Period	Number of Completions
1 st of April 2018 – 30 th September 2018	192

A list of all sites that have been completed⁶ from the 1st of April 2018 to the end of the last monitoring period (as of 30th September 2018) has been used to inform the publication of our last '5 Year Housing Land Supply Statement'.

- 3.1.3 Since April 2014 housing has continued to be delivered at a significant rate and markedly ahead of the 280 dwellings per year requirement.

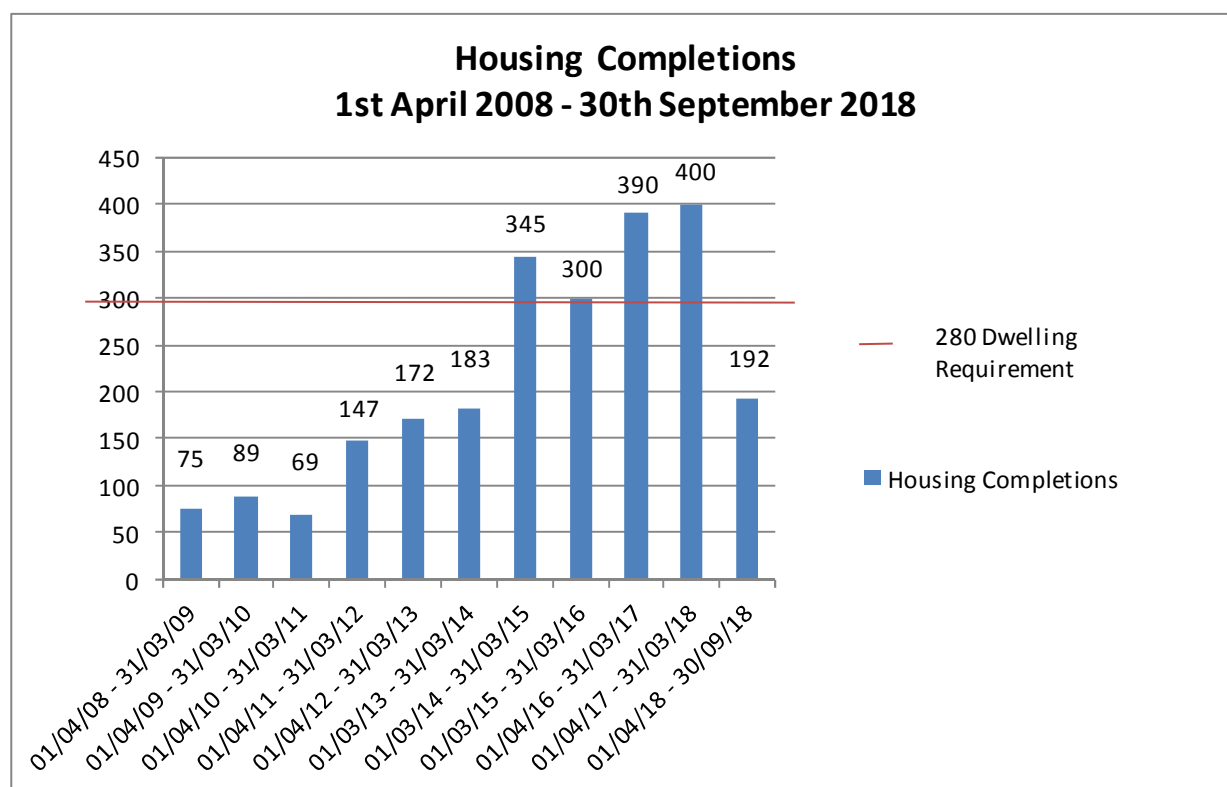
Table 3 – Housing Completions: 1st April 2014 – 30th September 2018

Monitoring year	Housing Requirement (as per the adopted Core Strategy)	Net Completions
1 st April 2014 – 31 st March 2015	280	345
1 st April 2015 – 31 st March 2016	280	300
1 st April 2016 – 31 st March 2017	280	390
1 st April 2017 – 31 st March 2018	280	400
1 st April 2018 – 30 th September 2018	280	192
TOTAL	1400	1627

- 3.1.4 The graph below further illustrates the marked increase of completions, and thus delivery of housing in the Borough over the period 1st April 2008 to 30th September 2018. Note that a further 6 months of monitoring remains, in order to complete the full monitoring year.

⁶ See Appendix 4 (List of Completions 01/04/18 - 30/09/18)

Graph 1 – Number of completions: 1st April 2008 – 30th September 2018



3.1.5 Paragraph 73 of the Framework stipulates that Local Authorities should provide a trajectory of housing over the plan period. At the request of the Inspector during the examination of the HED DPD the Council published a 'Housing Position Statement'⁷ which outlined, on page 11 and 12, the trajectory of housing over the plan period based upon the current supply (refer to Appendix 5). Evidence of completions so far confirms that the trajectory is on target and can be met for the foreseeable future.

4. Housing Requirement

4.1 On the basis of the above, the housing requirement at 30th September 2018 is calculated as follows:

⁷ Available at:

https://www.ribblevalley.gov.uk/download/downloads/id/12015/housing_position_statement_5_dec_2018.pdf

A	Planned provision 2008 - 2028	5600
B	Annual equivalent	280
C	Five year requirement (Bx5)	1400
D	Shortfall to date	578
E	Plus buffer (5%)	99
F	Total 5 year requirement (C+D+E)	2077
G	Annualised requirement (F÷5)	415

4.2 The Annualised Requirement to establish supply is agreed up to 30th September 2018 as 415 dwellings.

4.3 The Council's supply of specific deliverable sites in accordance with paragraph 73 of the Framework is made up largely of sites with planning permission. The Authority considers that all sites included within the supply meet the definition of 'deliverable' as per the updated National Planning Policy Framework (February 2019) outlined as follows:

'To be considered deliverable, sites for housing 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. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

4.4 The Council considers it takes a realistic approach to the contribution of sites within its supply. Sites with planning permission are closely monitored and information on completions is assessed regularly to enable an accurate assessment of development activity in the Borough. The LPA has taken significant steps in its latest publication of

the Housing Land Supply to consult with the developer industry to establish delivery rates. Signed Statements of Common Ground (SOCG) between the Council and a number of house builders and land agents active within the Borough have been secured. Copies of these agreements can be found within the Council's '5 Year Supply Evidence of Delivery' document (refer to Appendix 1). These constitute clear evidence of expected delivery which is factored into the supply.

4.5 The Council ensures that it has a robust approach by consulting with stakeholders. Maintaining regular site monitoring and making adjustments for any sites which are known to be undeliverable, or where development has commenced but has become incomplete and inactive, are deducted from the supply.

4.6 The calculation of supply at 30th September 2018 is set out in detail at Appendix 6.

5. Sites in Dispute

5.1 Site 01: Land at Higher Standen Farm

5.1.1 Outline planning permission was granted on the 17th April 2014 at 'Higher Standen Farm' for the development of up to 1,040 homes (Appn. No. 3/2012/0942).

5.1.2 Taylor Wimpey submitted a Reserved Matters application for Phase 1 (229 dwellings) and consent was granted on the 8th of March 2017 (Appn. No. 3/2016/0324).

5.1.3 Taylor Wimpey is developing Phase 1 which is known as "Half Penny Meadows". Development of the site commenced on the 13th September 2017 and the first dwelling was completed on the 8th June 2018.

5.1.4 In October 2018 I contacted the Land and Planning Manager at Taylor Wimpey to clarify the expected delivery of the site in order to inform the publication of the '5 Year Supply Statement' with a base date of 30th September 2018. Clear evidence, by way of a signed Statement of Common Ground on the 15th of November, to clarify the expected delivery of Phase 1 and Phase 2 was e-mailed to the Authority (refer to Appendix 7). The table below outlines the expected delivery rate for Phase 1 and 2 as per the signed SOCG from Taylor Wimpey:

Table 4

Phase 1 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	50
1 st October 2019 – 30 th September 2020	50
1 st October 2020 – 30 th September 2021	48
1 st October 2021 – 30 th September 2022	45
1 st October 2022 – 30 th September 2023	13
Beyond September 2023	0

It should be noted at the point of submission of the SOCG for Phase 1, Taylor Wimpey considered that 23 dwellings had been completed on the site, hence the delivery of the remaining 206 dwellings as outlined in their SOCG.

Table 5

Phase 2 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	0
1 st October 2020 – 30 th September 2021	20
1 st October 2021 – 30 th September 2022	40
1 st October 2022 – 30 th September 2023	40
Beyond September 2023	

5.1.5 On the basis of the agreed SOCG submitted, 208 dwellings for Phase 1 of the development have been included in the 5 year supply, as at the point of publishing the '5 Year Supply Statement' there had been 21 completions on the site. 100 dwellings for Phase 2 of the development have also been included in the 5 year supply. The total number of dwellings included in the latest 5 year supply for the site is 308 dwellings.

5.1.6 The NHBC issues the completions and start dates for plots on this site. The latest published data as of the 31st March 2019 confirms that 45 dwellings have been completed on the site since works commenced in September 2017. The table at Appendix 8 lists the plot nos. completed and those under construction.

- 5.1.7 The appellants dispute the build-rate for this site. To validate our base-date assumptions the Authority has sought to monitor completions on the site. Taylor Wimpey stated that they expect 50 completions on site by September of this year. 45 dwellings have been completed on the site as of the 31st March 2019. On this basis, to complete a further 5 dwellings by September this year and 50 per annum thereafter as per the signed SOCG is considered realistic and achievable. In fact, I firmly believe that Taylor Wimpey will exceed 50 completions by September of this year when you consider that on average 5 dwellings have been completed per month from the date of the first completion in June 2018.
- 5.1.8 An e-mail was received on the 27th March 2019 from the Land and Planning Manager at Taylor Wimpey to confirm that the housing delivery figures within the agreed statement of common ground (dated November 2018) remain accurate (refer to Appendix 9). This e-mail adds to the existing clear evidence of delivery and further validates the authority's assumptions of expected delivery on the site.

5.2 Site 02: Land east of Chipping Lane, Longridge

- 5.2.1 Outline planning permission was granted for the development of up to 363 dwellings and associated works on land at 'Chipping Lane, Longridge' on the 29th October 2015 (Appn. No. 3/2014/0764).
- 5.2.2 Barratt Homes submitted a reserved matters application for Phase 1 (118 dwellings) and consent was granted on the 7th September 2016 (Appn. No. 3/2016/0193).
- 5.2.3 A reserved matters application for Phases 2 & 3 (193 dwellings) has been submitted to the LPA (Appn. No. 3/2018/0975) by Barratts and is being considered at Planning and Development Committee on the 11th April 2019 with a recommendation for approval subject to the receipt of satisfactory landscaping information.
- 5.2.4 Barratt Homes is currently developing Phase 1 which is known as "Bowland Meadow". The first dwelling was completed on the 15th November 2018.
- 5.2.5 In October 2018 I contacted the Planning Manager at Barratt Homes to clarify the expected delivery of the site in order to inform the publication of the '5 Year Supply Statement' with a base date of 30th September 2018. Clear evidence, by way of a signed Statement of Common Ground on the 15th November 2018 to clarify the expected delivery of Phase 1 and Phase 2 was e-mailed to the Authority (refer to Appendix 10). The table below outlines the expected delivery rate for Phase 1 and Phases 2 and 3 as per the signed SOCG from Barratt Homes.

Table 6

Phase 1 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	20
1 st October 2019 – 30 th September 2020	34
1 st October 2020 – 30 th September 2021	34
1 st October 2021 – 30 th September 2022	34
1 st October 2022 – 30 th September 2023	2
Beyond September 2023	0

Table 7

Phase 2 & 3 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	20
1 st October 2020 – 30 th September 2021	34
1 st October 2021 – 30 th September 2022	34
1 st October 2022 – 30 th September 2023	34
Beyond September 2023	62

5.2.6 On the basis of the agreed SOCG submitted, 124 dwellings for Phase 1 of the development have been included in the 5 year supply. 122 dwellings have been included within the 5 year supply for Phases 2 and 3 as per the signed SOCG. The total number of dwellings included in the 5 year supply for the entire site is 246 dwellings.

5.2.7 NHBC completions data as of the 31st March 2019 confirms that 21 dwellings have been completed on Phase 1. The table at Appendix 8 lists the plot nos. which has been completed since the 1st of April 2018.

5.2.8 The appellants dispute the build-rate for this site. To validate our base-date assumptions the Authority has sought to monitor completions on the site. Barratts stated that they expect 20 completions on Phase 1 by September of this year. 21 dwellings have been completed on the site as of the 31st March 2019. Based on current completions I consider that the presumed delivery as per the signed SOCG is realistic and achievable.

5.3 Site 03: Land to the south-west of Barrow and west of Whalley Road, Barrow

- 5.3.1 The site in dispute is the southern half (Parcel B) of a much wider site that was granted outline planning permission on the 20th February 2014 for up to 504 dwellings (Appn. No. 3/2012/0630). An illustrative masterplan of the site can be found at Appendix 11.
- 5.3.2 Redrow Homes submitted a reserved matters application for Phase 1 (183 dwellings - Parcel A) and consent was granted on the 16th May 2017 (Appn. No. 3/2017/0064). Phase 1 is currently under construction by Redrow Homes and as of 31st March 2019 15 dwellings have been completed on the site (refer to Appendix 8).
- 5.3.3 Reserved matters consent for 225 dwellings on Phase 2 (Parcel B) was granted on the 15th August 2017 (Appn. No. 3/2017/0050).
- 5.3.4 On the 16th January 2019 a full application for 233 dwellings on Phase 2 (Parcel B) was submitted by David Wilson Homes in partnership with Taylor Wimpey (Appn. No. 3/2019/0012). The application is likely to be considered at the Planning and Development Committee meeting on the 24th of May 2019.
- 5.3.5 On the 15th November 2018 a representative from Taylor Wimpey and David Wilson Homes e-mailed the LPA to confirm expected delivery on the site. A copy of the e-mails can be found at Appendix 12. The expected delivery of this site within the 5 year supply is as follows:

Table 8

Phase 2 (Parcel B) Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	30
1 st October 2020 – 30 th September 2021	50
1 st October 2021 – 30 th September 2022	50
1 st October 2022 – 30 th September 2023	50
Beyond September 2023	45

- 5.3.6 On the basis of the agreed SOCG submitted, 180 dwellings for Phase 2 of the site have been included in the 5 year supply.
- 5.3.7 The access road to the site has been constructed and there are no planning conditions on the original outline consent which would result in delay to the site commencing works. The initial notice for the site has been submitted by Taylor Wimpey and is dated 5th November 2018. Taylor Wimpey are also inviting the public to register their interest in the site on their website (refer to Appendix 13).
- 5.3.8 On the 10th April 2019 the Authority received an e-mail from the Planning Director at Barratt & David Wilson Homes which detailed the expected commencement and delivery of units on the site (refer to Appendix 17). On the basis of this evidence the developer has confirmed that the following is a more realistic rate of delivery on the site:

Phase 2 (Parcel B) Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	20
1 st October 2020 – 30 th September 2021	50
1 st October 2021 – 30 th September 2022	50
1 st October 2022 – 30 th September 2023	50
Beyond September 2023 (based on the 233 dwellings application submitted).	63

- 5.3.9 The net result of the above would result in 10 dwellings being taken out of the supply as at the base date. Whilst the expected number of dwellings to be delivered in the period 1st October 2019 – 30th September 2020 has reduced from 30 units to 20 units based on the most recent evidence, it must be stressed that the developer maintains that 50 units per year beyond this period remains achievable. Clear evidence of delivery rates on sites constructed by David Wilson Homes and Taylor Wimpey clarifies this position.
- 5.3.10 With regards to expected delivery on the site, David Wilson Homes has achieved the delivery of approximately 50 dwellings per year at their site at Mitton Road, Whalley (Appn. No. 3/2012/0637) known as 'Monks Cross', which commenced 21st June

2016, and remains under construction, (refer to Appendix 14 for a full list of completions). The table below outlines the rate of delivery since the site commenced in June 2016:

Table 9

Year	Number of Completions
1 st April 2016 – 31 st March 2017	4
1 st April 2017 – 31 st March 2018	52
1 st April 2018 – 31 st March 2019	35

5.3.11 Furthermore, Taylor Wimpey developed the site directly north-east of the Appeal site (also off Henthorn Road) with Barratt Homes for 270 dwellings (Appn. 3/2013/0035), which commenced on 4th September 2013 and completed 2nd February 2018. The table below outlines the rate of delivery since works commenced in September 2013 and completed in February 2018 (refer to Appendix 14):

Table 10

Year	Number of Completions
1 st April 2013 – 31 st March 2014	7
1 st April 2014 – 31 st March 2015	94
1 st April 2015 – 31 st March 2016	79
1 st April 2016 – 31 st March 2017	55
1 st April 2017 – 31 st March 2018	35

5.4 Site 04: Land off Waddington Road, Clitheroe

5.4.1 Outline planning permission was granted for the development of up to 275 dwellings on the 6th March 2015 (Appn. No. 3/2014/0597).

5.4.2 Barratts and David Wilson Homes submitted a reserved matters application for 208 dwellings and consent was granted on the 7th of February 2019 (Appn. No. 3/2016/0193).

5.4.3 In November 2018 I contacted the Planning Director at Barratt and David Wilson Homes to clarify the expected delivery of the site in order to inform the publication of

the '5 Year Supply Statement' with a base date of 30th September 2018. Clear evidence, by way of a signed Statement of Common Ground on the 15th November 2018 to clarify the expected delivery of the site was e-mailed to the Authority (refer to Appendix 15).

5.4.4 The table below outlines the expected delivery rate for the site as per the signed SOCG.

Table 11

Phase 1 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	30
1 st October 2020 – 30 th September 2021	50
1 st October 2021 – 30 th September 2022	50
1 st October 2022 – 30 th September 2023	50
Beyond September 2023	27

5.4.5 On the basis of the agreed SOCG submitted, 180 dwellings have been included in the 5 year supply.

5.4.6 Since the base date (30th September 2018) the following applications have been submitted and have yet to be determined:

- Application Number 3/2019/0081 – Discharge of Conditions application
- Application Number 3/2019/0179 – Discharge of Conditions application
- Application Number 3/2019/0056 – Variation of conditions 27 and 28 of outline planning permission 3/2014/0597 (up to 275 new dwellings and access) to allow 49 houses to be occupied on the site before all S278 works (highway adoption/improvements) have to be completed.

5.4.7 At the point of assessing the 5 yr supply at the base date the signed SOCG from the developer was considered to be clear evidence of the expected rate of delivery on the site. Since such time the Council is aware that a number of conditions need to be

discharged. On this basis, the Authority is of the opinion that the following rate of delivery is a more realistic and achievable estimation of delivery:

Phase 1 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	0
1 st October 2020 – 30 th September 2021	30
1 st October 2021 – 30 th September 2022	50
1 st October 2022 – 30 th September 2023	50
Beyond September 2023	77

5.4.8 At the base date the Authority included 180 within the 5 year supply. The above expected rate of delivery would result in the addition of 130 to the supply, thus a reduction of 50 dwellings.

5.4.9 Whilst the estimation of completions may have decreased on the basis that applications on site are yet to be determined, the developer has made clear of their intention to develop the site by signing a SOCG. As the site will be managed by joint developers 50 per annum from Oct 2021 is not in my opinion considered to be unrealistic based upon past delivery on sites with joint developers.

5.5 Site 05: Land off Henthorn Road, Clitheroe

5.5.1 Outline planning permission was granted for the development of up to 24 dwellings and associated infrastructure on the 6th June 2018 (Appn. No. 3/2017/0433).

5.5.2 Applicants 'The Strategic Land Group Limited' signed a Statement of Common Ground (SOCG) on the 9th November 2018 to clarify the expected delivery of the site (refer to Appendix 18). The table below outlines the expected delivery rate as per the signed SOCG:

Table 12

Phase 1 Years 1-5	Number of Dwellings which will be completed
1 st October 2018 – 30 th September 2019	0
1 st October 2019 – 30 th September 2020	12
1 st October 2020 – 30 th September 2021	12
1 st October 2021 – 30 th September 2022	0
1 st October 2022 – 30 th September 2023	0
Beyond September 2023	0

5.5.3 The site met the ‘definition of deliverable’ as per paragraph 73 (b) of the Framework at the point it was included in the latest Housing Land Supply. The signed SOCG by the promoter of the site constitutes clear evidence of the intentions to promote and deliver the site within the next 5 years.

5.5.4 To further substantiate this assertion the LPA received an e-mail from the Managing Director of The Strategic Land Group on the 26th March 2019 (refer to Appendix 16) which clarifies the current position as follows:

‘ I’m writing regarding our telephone discussion in respect of our site at Henthorn Road.

We still expect the site to deliver all 24 dwellings in the next 5 years.

We’ve got two parties looking at the site currently but will be starting a wider marketing exercise in April or May. [REDACTED] at Land4Homes has been instructed and is in the process of preparing sales particulars.

The delay to date has been the result of negotiations with ENWL regarding the overhead powerlines crossing the site. We agreed a diversion route in principle with them in February allowing us to now bring the site to market.

I’m happy for this information to be made public.

Best regards,

██████

Managing Director



5.5.5 The site has consent for only 24 dwellings, and based upon evidence to date, I do not consider it unrealistic to expect all 24 dwellings to be completed by 30th September 2023.

6. Other Sources of Supply in Dispute

6.1. Windfall Sites

6.1.1 The Framework states at paragraph 70 that Local Planning Authorities may make an allowance for windfall sites in the five year supply if there is compelling evidence that they will continue to provide a reliable source of supply.

6.1.1 The authority makes an allowance for 78 dwellings within the 5 year supply. This allowance has been based upon an assessment of windfall sites over a ten year period from 31 March 2008 – 31 March 2018. Those sites under construction or completed in each monitoring year were assessed in order to establish the average number of delivery from these sites.

6.1.2 New build developments and conversions to dwellings were only considered when permission had been granted since 2008, and when they fell into the categories below:

- Net new dwellings arising from new build, change of use or conversion in the Principal and Tier 1 settlements that have been constructed or under construction. Sites outside of the principal and Tier 1 settlements were excluded as it is not expected that these sites will come forward in these

locations unless certain criteria is met, as per the Core Strategy (Lapsed permissions and permissions not started are excluded).

- The sites were within the settlement boundaries (as defined on the former Districtwide local plan).
- The site was a brownfield site.
- The site is not allocated.
- The site is not a residential garden.
- The site is within one of the Principal Settlements of Clitheroe; Longridge and Whalley where the Core Strategy seeks to direct the majority of housing development; and the Tier 1 settlements of Barrow, Billington, Chatburn, Gisburn, Langho, Mellor, Mellor Brook, Read and Simonstone (taken as a single settlement) and Wilpshire where a limited amount of development might be allowed in accordance with the Core Strategy.
- It meets the following threshold to ensure large sites did not skew trends as follows:

Clitheroe, Whalley and Longridge: 10 dwellings

Tier One Settlements: 5 dwellings

6.1.2 Over the 10 year period 259 dwellings were built or under construction which met the above criteria. This amounts to an average of 26 per year.

Table 13 – Number of dwellings completed or under construction on windfall sites 2008 – 2018:

	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Clitheroe	9	12	3	4	19	14	18	5	13	11
Longridge	8	13	6	6	6	8	3	16	22	8
Whalley	6	3	0	0	0	0	0	5	6	0

Barrow	0	0	0	1	0	0	1	5	0	0
Billington	1	0	0	0	0	0	2	0	0	0
Chatburn	2	1	0	0	4	0	0	0	1	0
Gisburn	0	1	0	0	1	0	0	0	0	0
Langho	0	1	0	0	0	0	1	0	1	0
Mellor	0	0	0	0	0	0	1	0	0	0
Mellor Brook	0	0	0	0	0	0	0	0	0	0
Read and Simonstone	1	0	2	0	0	0	0	0	0	0
Wilpshire	1	2	0	2	0	0	0	0	1	2
Total	28	33	11	13	30	22	26	31	44	21

Total Over 10 Year Period	259
Average Per Year	26
Amount over years 3-5	78

6.1.3 The Council applies the annual rate of 26 dwellings per annum from windfall sites within years 3-5 of the 5 year supply. The windfall rate is not applied to years 1 and 2 due to the assumption that windfall completions for these years will be within the supply figures at the start of the period and generally it is considered reasonable to allow a 2 year period for sites to come in to supply and deliver. Consequently the first 2 years are discounted although permissions may be granted and potentially delivered in this time.

6.1.4 The definition that we apply was based on the previous 2012 national guidance which specifically excluded gardens and focused on previously developed land. The Councils methodology also currently excludes the following:

- barn conversions outside of Principal and Tier 1 settlements;
- applications that result in the removal of conditions which permit barns to be residential dwellings outside of Principal and Tier 1 settlements;
- applications that allow the sub-division of properties outside of Principal and Tier 1 settlements

The most recent national guidance (Feb 2019) has amended the definition such that more site categories would be included in the assessment work and the Council will introduce this to its methodology in due course.

- 6.1.5 The Councils current approach, as a result of the change in guidance underestimates the contribution to supply which should be taken into account. In these circumstances it is considered to be conservative.

6.2 Small Sites (less than 0.4 hectares)

- 6.2.1 Of the small sites (under 4 hectares) that have full or outline planning permission clarification has been sought from applicants, developers or agents of the expected delivery over the next 5 years by means of letter, e-mail or telephone conversation.

- 6.2.2 The Local Planning Authority (LPA) takes a pro-active and realistic approach to ensure that small sites which meet the 'definition of deliverable' are only included within the 5 year supply. Following a full screening approach of all small sites the LPA includes small sites which account for 300 dwellings in the 5 Year Supply. In cases where sites are currently not active, it was not possible to contact the developer/landowner/agent/applicant or sites commenced more than 5 years ago but have not yet commenced these have been taken out of the supply.

- 6.2.3 15 small sites were taken out of the supply when publishing the latest '5 Year Supply Statement' (base date 30th September 2018) based upon evidence obtained. The 15 sites amounted to a total of 20 dwellings. The table below confirms the status of the site and number of dwellings deducted:

Status of Small Site	Number of Dwellings Taken Out of the Supply
Full Planning Permission	2 Dwellings (55 Pendle Road - 3/2012/1010 – Refer to pg. 15 of the '5 Year Supply Statement')
Outline Planning Permission	8 Dwellings (6 small sites with outline planning permission were taken out of the supply – Refer to pg. 61. of the '5 Year Supply Housing Land Availability

	Survey' for full list of sites)
Sites in which Development Has Commenced	3 Dwellings (Appns. 3/1994/0128, 3/2006/0586, 3/2009/0307 – Refer to pg. 15 of the '5 Year Supply Statement').
Conversions Started	7 Dwellings (Appns. 3/2008/0775, 3/2012/0577, 3/2010/0627, 3/2016/0662, 3/2012/0778 – Refer to pg. 15-16 of the '5 Year Supply Statement').
TOTAL	20 Dwellings

6.2.4 The LPA takes pro-active measures to screen sites which are unlikely to deliver within the next five years, and makes realistic estimates of delivery on small sites based on the evidence that is obtained. On this basis it is considered that all small sites, which amounts to 300 dwellings in total, meets the 'definition of deliverable' and thus should contribute to the 5 year supply.

7. Appendices

7.1 A number of key documents are included in the Core Document set. The list below sets out the relevant appendices to this proof and are included in a separate appendix document.

Appendix 1 5 Yr Supply Statement – As at 30th September 2018
5 Yr Supply – Evidence of Delivery – As at 30th September 2018
5 Yr Supply – Housing Land Availability Survey – As at 30th September 2018

Appendix 2 Results of the Housing Delivery Test

Appendix 3 Proposed Main Modifications: Additional Housing Allocations – Post EIP Hearings Consultation – February 2019

Appendix 4 List of completions 1st April 2018 – 30th September 2018

Appendix 5 Housing Position Statement

Appendix 6 Calculation of supply (taken from pages 7-11 of 5yr Supply Statement)

Appendix 7 Signed Statement of Common Ground – Taylor Wimpey

Appendix 8 List of completions at Higher Standen Farm, Land SW of Barrow & Chipping Lane

Appendix 9 Email from Taylor Wimpey re: delivery 27.03.19

Appendix 10 Statement of Common Ground's Phase 1 and 2 – Land east of Chipping Lane.

Appendix 11 Map of Barrow site

Appendix 12 Emails from Taylor Wimpey and David Wilson Homes setting out Delivery

Appendix 13 Screenshot of Taylor Wimpey webpage (Register of interest in Barrow site)

Appendix 14 List of completions at 'Monks Cross' and TW site

Appendix 15 Statement of Common Ground from David Wilson Homes re: Waddington Road

Appendix 16 Email from Strategic Land Group

Appendix 17 Email from Barratt & DWH confirming expected delivery on Land SW of Barrow 10.04.19

Appendix 18 SOCG from the Strategic Land Group re. Henthorn Road