



CENTRAL LANCASHIRE STRATEGIC PLANNING JOINT ADVISORY COMMITTEE

TUESDAY, 30TH JANUARY, 2018, 5.30 PM

WHEEL ROOM, CIVIC CENTRE, WEST PADDOCK, LEYLAND PR25
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AGENDA

1 Appointment of Chair for the Meeting

2 Welcome by Chair and Introductions

3 Apologies for absence

4 Declarations of Any Interests

Members are requested to indicate at this stage in the proceedings any items on the agenda in which they intend to declare an interest. Members are reminded that if the interest is a Disclosable Pecuniary Interest (as defined in the Members' Code of Conduct) they must leave the room for the whole of that item. If the interest is not a Disclosable Pecuniary Interest, but is such that a member of the public could reasonably regard it as being so significant that it is likely that it would prejudice their judgment of the public interest (as explained in the Code of Conduct) then they may make representations, but then must leave the meeting for the remainder of the item.

5 Minutes of the Last Meeting

Held on Tuesday, 5 September 2017, to be confirmed as a correct record.

(Pages 3 - 8)

6 Local Plan Review

A report by officers from Chorley Borough Council attached.

(Pages 9 - 14)

7 Advisory Note for Electric Charging of Vehicles

A note by officers from Preston City Council to follow.

8 Affordable Housing SPD

A note by officers from Preston City Council to follow.

9 Implementation of the Employment Skills SPD	(Pages 15 - 18)
A note by officers from South Ribble Borough Council attached.	
10 Employment Land Review	(Pages 19 - 24)
A note by officers from Chorley Borough Council attached.	
11 CIL Update	
A verbal report will be given on this item by officers from Preston City Council.	
12 City Deal Update	
A verbal report will be given on this item by officers from Lancashire County Council.	
13 Preston City Transport Plan	
A presentation will be given on this item by officers from Lancashire County Council.	
14 Dates of Future Meetings	(Pages 25 - 26)
Note on the proposed dates of future meetings attached	

Electronic agendas sent to Members of the Central Lancashire Strategic Planning Joint Advisory Committee Councillors Jon Hesketh, Cliff Hughes, Rebecca Noblet, A Bradley, M Boardman, P Walmsley, N Cartwright, P Moss, J Potter, Michael Green, Jim Marsh and Barrie Yates

The agenda papers are being sent to both appointed and substitute Members. Any appointed Member who cannot attend on 30 January 2018 is asked to first contact their substitute to see if he or she can attend instead. Then please contact Dave Lee (by telephone or email) to give their apology with an indication of whether the substitute Member will attend.

The minutes of this meeting will be available on the internet at www.southribble.gov.uk

Central Lancashire Strategic Planning Joint Advisory Committee

Central Lancashire Strategic Planning Joint Advisory Committee 5 September 2017

Present:

Councillor P Moss (Chair)	– Preston City Council
Councillor N Cartwright	– Preston City Council
Councillor P Walmsley	– Chorley Borough Council
Councillor A Bradley	– Chorley Borough Council
Councillor M Boardman	– Chorley Borough Council
Councillor C Hughes	– South Ribble Borough Council
County Councillor M Green	– Lancashire County Council
County Councillor B Yates	– Lancashire County Council

Officers:

Mr M Lester	– Director of Business, Development and Growth (Chorley Borough Council)
Ms Z Whiteside	– Head of Strategic Development (Chorley Borough Council)
Ms A Marland	– Principal Planning Officer (Chorley Borough Council)
Mr S Forster	– (Chorley Borough Council)
Mr J Noad	– Planning Manager (South Ribble Borough Council)
Mr S Brown	– Assistant Planning Manager (South Ribble Borough Council)
Mr M Hudson	– Head of Planning (Lancashire County Council)
Mr D Colbert	– Principal Engineer Transport Planning (Lancashire County Council)
Mr M Molyneux	– Head of Planning Policy and Housing Strategy (Preston City Council)
Ms E Young	– Student Placement (Preston City Council)
Ms J Pollock	– Scrutiny Support Manager (Preston City Council)

41. **Appointment of Chair for the Meeting**

RESOLVED: That Councillor Peter Moss be appointed as Chair for the meeting.

42. Welcome by the Chair and Introductions

The Chair, Councillor Peter Moss, welcomed everyone to the meeting and asked those present to introduce themselves.

43. Apologies for absence

Apologies for absence were submitted on behalf of Chris Hayward (Preston City Council).

44. Notification of Substitute Members (if any)

There were none.

45. Declarations of Interests

There were none.

46. Minutes of last meeting

RESOLVED (Unanimously): That the minutes of the Central Lancashire Strategic Planning Joint Advisory Committee meeting held on 2 March 2017 be confirmed as a correct record and signed by the Chair subject to the following amendments:-

Minute number 34, fifth line- amend trench to tranche;
Minute number 38, fifth line- amend Hope to Pope;
Minute number 38, sixth line- amend Tabby to Tabley.

47. Strategic Housing Market Assessment, Objectively Assessed Need Figures and Associated Memorandum of Understanding

The Head of Planning Policy and Housing Strategy (Preston City Council) provided a verbal update on the study jointly commissioned by Preston, Chorley and South Ribble Councils to produce a new Strategic Housing Market Assessment.

It was explained that as the total housing need figure across the housing market area falls below the current annual requirement of 1,341 for Central Lancashire as a whole set out in the Central Lancashire Core Strategy, the current annual requirement figures in the Core Strategy are to be retained.

Central Lancashire Strategic Planning Joint Advisory Committee

The Committee was advised that a memorandum of understanding was in draft and members were asked to commit to this approach which will formalise the partnership across the Central Lancashire authorities.

A formal memorandum of understanding would enable the current plan requirement figures to be retained across the housing market area. As this figure of 1,341 clearly exceeds by some margin the 1,184 need figure across Central Lancashire, a memorandum of understanding retaining the plan requirement figures would ensure that the objectively assessed need is met across the housing market area. The High Court in handing down judgment in *St Modwen v East Riding of Yorkshire Council* determined that the NPPF does not require housing needs to be assessed always and only by reference to the area of the development control authority. The proposed approach was found to be consistent with the NPPF and subsequent judicial authorities.

A draft memorandum of understanding has been prepared and reports are being prepared to relevant decision making committees in each Council to adopt this formally by the end of September 2017.

The individual authority housing requirement figures which are included within the Core Strategy and therefore would also be reflected within the Memorandum of Understanding were quoted as follows:

Chorley:	417 dwellings per annum
Preston:	507 dwellings per annum
South Ribble:	417 dwellings per annum
Central Lancashire:	1,341 dwellings per annum

RESOLVED: Members of the Committee from all three authorities agreed to recommend to their authorities that the figures within the Core Strategy be retained and to enter into a Memorandum of Understanding between the three local authorities, to be approved by the 30th September 2017 which commits to the retention of the housing requirements in each authority across the housing market area, in order to meet the objectively assessed need for the HMA.

48. **Gypsy and Traveller DPD Update**

Steve Brown, the Assistant Planning Manager (South Ribble Borough Council) provided a verbal update on the Central Lancashire Gypsy, Traveller and Travelling Showpeople Local Plan. He reported that a request had been submitted for a Travelling Show site.

RESOLVED – That the verbal update be noted.

49. **Employment Land Review**

Steve Brown, the Assistant Planning Manager (South Ribble Borough Council) provided a verbal update on the Employment Land Review. He reported that it was expected that BE Group was working on conclusions of the report and it was expected the recommendations would be available by the end of the week.

RESOLVED – That the verbal update be noted.

50. **Transport for the North**

Dave Colbert, Specialist Advisor in Transport Planning (Lancashire County Council) gave a presentation to the Committee on Transport Planning in Lancashire. He gave details of the following:-

- Partnership of elected and business leaders from across the North;
- Proposals for Statutory statistics submitted in October 2016;
- Draw down fund from Central Government other than from local Government;
- Sub National transport Policy from April 2018

He reported on statutory functions such as:-

- Prepare a transport strategy for the North;
- Provide advice to the Secretary of State;
- Co-ordinate transport functions in relation to its area

Members also received information on the following:-

- strategic transport plan update
- initial major roads report
- initial integrated rail report
- Strategic development corridors

RESOLVED – That the presentation be noted.

51. **City Deal Update - Year End Monitoring Report**

Central Lancashire Strategic Planning Joint Advisory Committee

Marcus Hudson, the Head of Planning (Lancashire County Council) provided an update on the project currently underway as part of the City Deal programme which included:-

Highways

- A582 – should be completed in October;
- Penwortham Bypass- to be considered at the next meeting of the County Council's Development Control Committee;
- All Hallows Playing Fields- first phase commenced;
- Bamber Bridge local centre improvements- phase 2 to commence before the end of the year;
- New Ribble Bridge crossing- engineering feasibility study being undertaken

He gave details of projects in Preston including:-

- New Hall Lane – going to complete ahead of schedule;
- Preston Bus Station – on target for December 2017;
- Preston East/West link road – had late representations from United Utilities. Will be considered at LCC Development Control meeting in October;
- Cottam Parkway/Rail Station – commissioning work being undertaken through Network Rail;
- Broughton By Pass – will open on 5 October 2017. Also will be closing D'Urton Lane to start work.

RESOLVED – That the verbal update be noted.

52. **Employment Skills Supplementary Planning Document**

Steve Brown, the Assistant Planning Manager (South Ribble Borough Council) provided a verbal update on the previously considered reports on the Employment Skills Supplementary Planning Document. He reported that the document would be considered by relevant committees and that good progress was being made on the matter.

RESOLVED – That the verbal update be noted.

53. **Low Emissions and Air Quality Guidance for Development Management**

The Committee considered a report by The Director (Business, Development and Growth (Chorley Council) on Low Emissions and Air Quality Guidance

for Development Management. The report gave details of the potential of the production of a supplementary planning document (SPD). The report also gave information on Air Quality Management Areas (AQMAs) in Preston and South Ribble.

The report also gave details of template options which have been produced by Lancaster City Council with an aspiration that guidance can be adopted across the region to provide a consistent approach to low emissions and air quality issues in development management.

RESOLVED: That the report be noted.

54. Date and venue of next meeting

The next meeting of the Joint Advisory Committee will be held on Tuesday 1 November 2017 at South Ribble Borough Council.



Report of	Meeting	Date
Central Lancashire Planning Policy Officers	Joint Advisory Committee	30/01/2018

CENTRAL LANCASHIRE LOCAL PLAN REVIEW RESOURCING AND PROGRAMME PROPOSALS

PURPOSE OF REPORT

1. To provide an outline of the resource implications for undertaking a review of the Central Lancashire Local Development Plan (currently known as the 'Core Strategy' of the Local Development Framework).

RECOMMENDATION(S)

2. To commit to work in collaboration as Central Lancashire (Preston, Chorley and South Ribble) to develop and submit for approval to Secretary of State, a single Central Lancashire Local Development Plan (or Local Plan).
3. To share the costs for the staffing and non-staffing costs as set out below.

EXECUTIVE SUMMARY OF REPORT

4. An up to date local development plan (also can also be known as the Local Development Plan, Core Strategy, Local Plan and Local Development Framework), is the primary consideration for guiding land use within a local planning authority area and it is required for the determination of planning applications and is required to be kept up-to-date, with local authorities expected to refresh the local plan every five years.
5. The three councils of Preston, South Ribble and Chorley have a long history of working together in partnership to produce local plans to inform land use and deliver strategic objectives. The three councils collaborated between 2008 and 2012 to produce the Local Development Framework and this was jointly resourced by the three councils, with a team based at Chorley created specifically to undertake the piece of work.
6. Developing a Local Plan is a lengthy process which comprises of a number of key, statutory actions and therefore must follow the legislation and guidance as to the process, audit trail and quality of the work produced. It can only be adopted following an examination in public by the Planning Inspectorate and the policy framework must be supported by a robust evidence base, a full process of consultation including engaging a list of 'statutory' consultees, and also there must be a sustainability appraisal of the policy, which must look at the viability of development in the area.

7. The three councils have a statutory duty to keep an up-to-date Local Development Scheme (LDS) that sets out a timetable for the production and review of documents that comprise Local Plan. To support the Local Plan review, the Local Development Scheme (LDS) will be updated.
8. National planning guidance requires that local plans be updated regularly, ideally every five years and therefore the Central Lancashire Core Strategy is now on the cusp of being considered to be past that timeframe. Officers across the three areas have been working together to commission and produced the required evidence base to support the local plan review and therefore the process has commenced and we are well placed to progress. This report seeks approval for each council to allocate the required resources required to support the Local Plan Review and also the approach to be taken.

BACKGROUND

9. In July 2012, the Central Lancashire authorities of Preston, Chorley and South Ribble Council adopted the Core Strategy, the key document in the statutory Local Plan which sets out the strategic planning policies for Central Lancashire and is supported by the individual local plans produced by each respective council in 2015.
10. It is the Local Plan which sets out the strategic objectives or policies for development with the area and includes the policies on housing including the number of new homes to be delivered in each borough over the plan period.
11. Following the adoption of the Core Strategy, there have been some significant changes in the national and sub-regional policy landscape with the National Planning Policy Framework (NPPF) published in 2012. There are further changes planned as set out in the recent government consultation 'Planning for the Right Homes in The Right Places' including a nationally imposed, standard methodology for determining housing need.
12. Therefore it is imperative that the review of the Central Lancashire Local Plan is progressed quickly in order for the three councils to ensure there is a sound policy framework in place which includes a call for sites, SHLAA (Strategic Housing Land Availability Assessment) and development of site allocations policies to ensure that future development is sustainable, meets local needs and aspirations for economic development, regeneration, social and environmental objectives.
13. As part of the Local Plan Review, the three councils will undertake a review of existing policies and may elect to retain, refresh or set aside policies, depending on current and future strategy and the key findings from the evidence base. Policy areas that may be considered as part of the Local Plan review include transport, affordable housing, public open space and infrastructure.
14. The Council must prepare all Local Plan documents that form part of the development plan in accordance with the LDS. The previous approach undertaken by the three councils was to develop firstly, a shared Core Strategy and then each undertook a separate exercise to develop an individual Local Plan with site allocations and development management plan document. Whilst providing advantages, this process requires a second, similar process to that of the core strategy and therefore duplicates costs such as staffing, the Examination in Public and Counsel representation.

THE LOCAL PLAN REVIEW PROCESS

15. Below is a high level overview of the timetable and although every effort will be made to accelerate the programme in order to secure the adoption of a new Local Plan as soon as is practicably feasible, this timetable is subject to change and will depend largely on a) the delivery of key pieces of evidence and b) the scale and content of the consultation response.

TIMETABLE

Key Stages	Date
Local Plan staffing resources in place	March 2018
Local Development Scheme(programme) agreed by JAC	March 2018
Initial Engagement and Commence the Call for sites	April 2018
Engage with Statutory Consultees	April 2018
Evidence gathering and policy updating	(already commenced) to September 2018
Undertake a process of policy review and develop a programme for updates/refresh/omissions	June 2018
Draft Plan ready for approval for JAC & Councils	January 2019
Publication of Draft Plan for Representations	March 2019
Date of Submission to Secretary of State	May 2019
Appoint Counsel	July 2019
Public Hearing	November 2019
Inspectors Final Report Issued	January 2020
Adoption	March 2020

STAFFING RESOURCES

16. In order to deliver the review of the Local Plan, there is a need to secure additional resources over and above the established staffing compliment in each councils Planning Policy team as set out in the table below. These posts would be recruited for a fixed period of two years aside from the Programme Officer who would only be required for the duration of the public examination, expected to be nine months.

Post	Grade	FTE salary incl all On-costs
Central Lancs Local Plan Coordinator	POE	£48,700
Central Lancs Planning Officer (Local Plan)	POA	£42,200
Central Lancs Planning Officer (Local Plan)	POA	£42,200
Central Lancs Local Plan Technical Assistant	Sc6	£31,200
Programme Officer for Central Lancs Local Plan	Sc6	£31,200

17. The day to day work of planning policy officers (a which includes providing policy assessments of new planning applications, undertaking statutory and local plan monitoring work including publishing reports and also commissioning and being client lead for evidence work, means that the staff cannot simply 'absorb' the work to deliver a review of the local plan. There have been significant reductions in the size of the three policy teams since the LDF was undertaken in 2008 and therefore it is simply not feasible for the teams to deliver the review without additional resource.
18. The existing teams within each of the three councils comprises of on average 2 FTE officers plus a manager with other responsibilities and therefore in order to deliver a refreshed Local Plan, and to deliver this within the shortest timeframe possible, there is a need to pump prime the resources.
19. The staffing proposed comprise of:
- One full time Local Plan Coordinator who will lead the programme, coordinate the consultation exercises, lead on drafting policies and reports and manage the process of the submission and public examination. The Coordinator will report to the Planning Managers as well as the JAC and the respective Portfolio Members and will be responsible for producing reports, securing decisions and the submission to the Planning Inspectorate.

- Two full time Planning Policy Officers who will undertake the consultation exercises, manage the and ensure all consultees are responded to, draft the required policies (which could vary across the three council areas depending on the individual strategic aims) and undertake the impact assessments.
- A full time technical officer to provide support to the team and manage the high volume of consultation responses ensuring that full and auditable records are kept and prepared for the inspection. The Technical Officer will develop the consultation programme including coordinating the meetings with the statutory consultees.
- A programme officer which is a requirement for the examination. These officers are specially trained officers appointed specifically and only to support the inspector during the inquiry .

20. It is proposed that Chorley Council will be responsible for the overall recruitment and line management of the fixed term posts, however there is an expectation that all three respective Planning Managers will regularly engage with the Local Plan officers, provide support and any required training, access to each respective councils systems and also ensure there is accommodation to facilitate a system of 'hot-desking'.

OTHER COSTS TO DELIVER THE LOCAL PLAN REVIEW

21. Staffing costs will not be the only costs incurred as a result of the local plan review and work is underway to calculate these costs and provide an estimate to each council. As this is a review of the Local Plan and we are not essentially starting from scratch, the costs will be lower than those incurred during the LDF process.

22. These costs will include items such as:

- The Commission of the Recreation, Play and Open Space Strategy
- The Examination in Public (Planning Inspectorate)
- Counsel
- Strategic Housing Land Area Assessment (SHLAA)
- Strategic Flood Risk Assessment
- Retail study

23. Statutory planning policy is framed by legal requirements and therefore legal support is necessary to manage risks related to these requirements. Planning policy can only be adopted following public examination by a Planning Inspector, and the Council bears costs for venue and examination staff (including the Inspector and a Programme Office to provide administrative support).

24. Public examination places a high evidential burden on statutory planning policies as the opportunity to be challenged by other stake-holders means that policies must be robustly justified. This means that technical specialists need to be commissioned to produce the pieces of evidence and the expertise does not exist locally.

25. Given the statutory nature of Local Plans, it is also necessary that the three councils engage expert legal advice at key stages during preparation. These resources will incur costs for which a budget would be needed, although the work will have a wider value supporting the three council's development management and regeneration functions.

26. The process of securing formal sign-off of the Local Plan involves a public examination, with a Planning Inspector undertaking a formal process to review all aspects of the draft Local Plan and to determine if it is 'sound'. This process requires significant support and is costly. It is for this reason, the three Councils are looking to progress with a single examination in public as opposed to two examinations which was the approach undertaken in the Local Development Framework (LDF) process in 2012.

27. To oversee the review process and manage the work programme that will develop from it, it is

proposed to set up a Local Plan Steering Group comprising of the Local Plan officers, the respective Planning Managers and Senior Managers from each of the three councils. The Steering Group will report regularly to the established JAC with progress and detailed updates as they emerge.

TOTAL LOCAL PLAN REVIEW COSTS

28. The table below provides a summary of the estimated costs, **PER COUNCIL** (i.e. applicable costs already split three ways) for both the staffing and the other associated non-staffing costs.
29. There is a DCLG funding pot available for councils to bid into to support innovation in plan-making and therefore the Central Lancashire Authorities have submit a bid to the value of £250,000 to support this local plan review project . In the event that this bid is successful, this revenue will be split three ways and used to substitute each council's contribution.
30. The non-staffing costs include a high level estimation of the following items:
- Retail and Household
 - Transport Study (This is for Chorley only and not included in the costings below)
 - SHLAA
 - Greenbelt review (This is for Chorley only and not included in the costings below)
 - Employment Land Review
 - Gypsies and Travellers Area Assessment (This is included but may not be necessary)
 - Flood Stage Level 1
 - Flood Stage Level 2
 - Administration
 - Examination in Public (Planning Inspectorate Costs)
 - Counsel for Examination in Public

	2017/18 £	2018/19 £	2019/20 £
Staffing	4,564	54,767	51,616
Commissioned Work	0	80,000	35,000
TOTAL COST PER COUNCIL	4,564	134,767	94,163

31. The **total costs per Council, per financial year:**

- Year 1 17/18 £4,564
- Year 2 18/19 £134,767
- Year 3 19/20 £94,163

REASONS FOR RECOMMENDATION(S)

32. To ensure the Local Plan Review is delivered which will inform future development and ensure it is sustainable and meets local needs and policy objectives.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

33. Do nothing. Should the councils decide not to progress the review of the Local Development Plan, the policies will become out of date and this means that the weight to be attached to policies in the Plan would be significantly reduced and that policies within the NPPF including ‘the presumption in favour of sustainable development’ would take precedence. It would be more difficult to defend applications which are not in accordance with policy such as safeguarded land or greenbelt.
34. The Councils could elect to pursue individual Local Plans however these would cost more and may take longer if there are not the sufficient staff in place.

NEXT STEPS

35. Upon confirmation of the three councils commitment to the project, the following initial actions will need to be followed:
- a) Additional appendices to the MOU to detail the arrangements for the governance of the project including roles and responsibilities, recruitment of staff, finance, decision making and overall project management architecture and audit.
 - b) Development of all job descriptions and job evaluation for the salary levels (it is not expected these will change significantly).
 - c) Internal approval for the recruitment of the staff.

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Report of	Meeting	Date
Jonathan Noad	Central Lancashire Strategic Planning Joint Advisory Committee	30 January 2018

CENTRAL LANCASHIRE EMPLOYMENT AND SKILLS SUPPLEMENTARY PLANNING DOCUMENT - NATIONAL SKILLS ACADEMY FOR CONSTRUCTION CLIENT BASED APPROACH

PURPOSE OF REPORT

1. To seek the support of the Joint Advisory Committee for a submission to the Construction Industry Training Board of an application for the approval of Client Based Approach Status.

RECOMMENDATION(S)

2. The Joint Advisory Committee is recommended to approve the submission to the Construction Industry Training Board of an application for the approval of Client Based Approach Status

EXECUTIVE SUMMARY OF REPORT

3. This report sets out details of how the adoption of a Client Based Approach across the use and operation of the Central Lancashire Employment and Skills Supplementary Planning Document will assist significantly in the delivery, reporting and monitoring of outputs specific to the construction sector. The Construction Sector has been identified by the Lancashire Enterprise Partnership as a priority sector for Lancashire and the ability to support the Sector through skills development and local a local employment programme will have wider economic benefit to the local area.
4. The intention is to submit an application to the Construction Industry Training Board for Client Based Approach status and subject to approval, this would provide a simple and effective nationally recognised framework for the use of key performance indicators linked to a reporting and monitoring structure.
5. The adoption of the CITB Client Based Approach would not be prescriptive and applicants working on sites which trigger the SPD Employment and Skills requirements may choose not to adopt the approach and to implement, monitor and report through their own processes. What the CITB approach does do is provide a simple, nationally agreed and recognised approach.

6. In addition to the support available through CITB, once Client Based status has been granted, additional administrative and technical resource is being provided locally through Callico who are a partner organisation to CITB in the area. On this basis a simple referral mechanism can be established where applications trigger the SPD requirement.
7. Should an application for Client based approach be granted CITB will provide initial training on the operation of the framework and also provide wider insight into the work of the organisation. Primarily CITB work locally and nationally in addressing the training needs of the Construction Sector which is so critical in delivering local and national growth ambition.

REASONS FOR RECOMMENDATION(S)

8. To demonstrate cross boundary support for the submission of an application to CITB for a Client Based Approach to construction skills development across central Lancashire.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

9. The alternative to a non Client Based approach is to rely on the ability of each applicant to understand local construction training need and to respond individually to that requirement to the local authority with no strategic reference or ability to achieve a co-ordinated and well managed response.

BACKGROUND

10. The Central Lancashire Employment and Skills Supplementary Planning Document 2017 sets out to achieve the aspiration of Chorley, Preston and South Ribble in securing wider social value from housing and other developments in each of the three authorities and indeed across the whole of the Central Lancashire geography. In this way also, the expectation is that the outcomes will contribute to the Lancashire Employment and Skills Strategic Framework addressing wider employment and skills needs across Lancashire.
11. Having now been adopted, the Central Lancashire Employment and Skills Supplementary Planning Document is to be afforded significant weight as a material consideration in determining applications. The objectives of the SPD are clearly set out and provide the opportunity for each authority to consider the extent to which any submission might meet those objectives.
12. Specifically in so far as these objectives might relate to construction skills development, there has been further dialogue locally with the national body with responsibility for supporting the development of construction skills the Construction Industry Training Board (CITB). This alongside additional work carried out locally by the Lancashire Enterprise Partnership in relation to construction skills as an identified priority sector for Lancashire.
13. These discussions have identified an opportunity to develop a more co-ordinated approach to construction skills development based on the ongoing and future implementation of the Central Lancashire Employment and Skills Supplementary Planning Document. This both in terms of the local geography and also across all partners engaged in supporting construction skills locally and nationally.

14. CITB have a model of delivery which establish a framework for integrating construction projects and programmes with skills development. In this way providing for a structured approach adopting set performance measures against which the process can be delivered and managed.
15. Operationally this means that in preparing and submitting Employment and Skills plans to meet the requirements of the SPD, in so far as this might relate to the construction elements of any plan, the applicant has the opportunity to adopt a simple set of performance measures based on a set of nationally identified and accepted benchmarks. Furthermore, in agreeing a Client Based Approach with the CITB and with the support locally of Callico (CITB partners locally in delivery of the Shared Apprentice Programme), applicants will be guided through the available options in meeting the required level of delivery. This support will extend as far as also recording and reporting performance on construction skills delivery to meet any local authority planning monitoring and reporting requirements.
16. In adopting this approach the applicant will always have the option of not engaging with the process and meeting any construction skills requirements through alternative means.
17. As part of the suggested approach in Central Lancashire in response to the SPD, CITB have offered to provide training to development management staff engaged in this work providing an overview and insight into construction skills requirements and how the Client Based Approach will operate day to day.
18. Lancaster Council recently became the first Lancashire local authority to adopt the CITB Client Based Approach and this is now providing a basis for implementation of their own SPD on Employment and Skills.

CONCLUSIONS

19. For the reasons set out above, the submission of an application to the Construction Industry Training Board for a Client Base approach across Central Lancashire presents a unique opportunity. Adopting a client based approach in connection with the operational management and delivery of the Central Lancashire Employment and Skills Supplementary Planning Document will provide for the most effective system of supporting the delivery of the outcomes outlined in the SPD (specifically as they relate to the construction phases of development), to the benefit of the local area, its residents and businesses.

Report Author	Ext	Date	Doc ID
Jonathan Noad	01772 625206	January 2017	***

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Report of	Meeting	Date
Director (Business, Development and Growth), Chorley Council	Central Lancashire Strategic Planning Joint Advisory Committee	30 January 2017

CENTRAL LANCASHIRE EMPLOYMENT LAND STUDY 2017

PURPOSE OF REPORT

- To update Members on the findings of the Central Lancashire Employment Land Study 2017.

RECOMMENDATION(S)

- That the report be noted.

EXECUTIVE SUMMARY OF REPORT

- The Central Lancashire Employment Land Study has been carried out to provide a common evidence base for all three local authorities on employment matters to compliment the Central Lancashire Strategic Housing Market Area Assessment and meet the requirements of the National Planning Policy Framework and Planning Practice Guidance. The evidence will be used to review Central Lancashire Core Strategy employment policies and employment site allocations.

Confidential report Please bold as appropriate	Yes	No
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CORPORATE PRIORITIES

- This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all	X	A strong local economy	X
Clean, safe and healthy communities	X	An ambitious council that does more to meet the needs of residents and the local area	X

BACKGROUND

- The Central Lancashire Employment Land Study is required to provide a common evidence base for all three local authorities on employment matters, to compliment the Central Lancashire Strategic Housing Market Area Assessment. The evidence will be used to support the Review of the Central Lancashire Core Strategy and site allocations.
- It meets the requirement, set out in paragraph 158 of the National Planning Policy Framework that: *“Each local planning authority should ensure that the Local Plan is based on*

adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.”

7. BE Group, economic development and property consultants, compiled this report during February-November 2017. The study updates and supersedes previous employment land evidence base documents for Central Lancashire, specifically the Chorley, Preston and South Ribble Employment Land Review to 2021 (2009). In the case of South Ribble, it compliments and updates the South Ribble Employment Land and Property Study, carried out on behalf of South Ribble Borough Council by BE Group in 2015.
8. Research methods used include site visits, face-to-face and telephone interviews with property market stakeholders such as developers, investors and their agents. Consultations were undertaken with the Sub-Region’s major developers/landowners, Parish/Town Councils and key public-sector agencies. A telephone survey of 850 local businesses was completed (300 each in Preston and South Ribble, 250 in Chorley) while 71 larger companies were approached for more detailed face-to-face discussions. Desktop analysis of national, sub-regional and local reports and strategies has been undertaken.

FINDINGS OF THE EMPLOYMENT LAND STUDY

9. **The Functional Economic Market Area (FEMA):** The FEMA for Central Lancashire includes the Fylde Coast local authority areas of Blackpool, Fylde and Wyre which have strong links to Preston via the M55/A583. In Pennine Lancashire, Blackburn with Darwen and Ribble Valley also fall within the economic catchment area of Preston. In the west, West Lancashire has strong connections to South Ribble via the M6/M58, A59 and comparable routes. Chorley has a pronounced relationship with its Greater Manchester neighbours of Bolton and Wigan as a net exporter of labour.
10. **Growth Forecasts – Jobs:** Employment forecasts were prepared by Oxford Economics in July 2016. These forecasts projected employment by sector to 2034 for the three authority areas. Between 2014 and 2034, total employment in Central Lancashire is forecast to grow by 10,276 jobs, an average of 514 jobs per year. Over half of this jobs growth is anticipated to be in Chorley (+6,412 jobs), South Ribble (+ 4,671 jobs) and Preston seeing an overall loss (-808 jobs).
11. Table 1 is focused on ‘policy-off’ forecasts that do not account for any public-sector plans or strategies for growth above the baseline. Forecast growth as shown in Table 1 is focused in Construction (primarily in South Ribble), health and administration/professional services. Growth in the latter service sectors is concentrated in Chorley and to a lesser degree Preston. All areas will see some declines in manufacturing employment, but the loss is sharpest in South Ribble.

Table 1 – Key Jobs Change, by Sector

Premises Needed	Key Jobs Gain/Loss to 2034			
	Chorley	Preston	South Ribble	Central Lancashire
Industrial/Warehouse	-	Construction: +542	Construction: +3,027 Manufacturing: -1,457	Construction: +4,158 Manufacturing: -2,867
Office	Human health and social	Administrative and support	Professional, scientific and	Human health and social work: +3,035

	work: +2,142 Administrative and support services: +1,483 Professional, scientific and technical activities: +1,021	services: +703 Professional, scientific and technical activities: +632 Public administration and defence: -2,389	technical activities: +531	Administrative and support services: +2,660 Professional, scientific and technical activities: +2,184 Public administration and defence: -2,830
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Source: Oxford Economics, 2016

12. In terms of 'policy-on' modelling, sensitivity testing has been undertaken to understand the forecast growth, above the baseline, accounting for the impacts of the City Deal initiative on Preston/South Ribble and the South Ribble strategic sites – Cuerden and the Samlesbury Enterprise Zone. The impact of this on Preston is a net gain of 3,540 jobs on the baseline and in South Ribble, the focus of strategic sites, a gain of 15,580 jobs on baseline.

13 **Objectively Assessed Needs:** To assess need two recognised methods of forecasting have been used creating three distinct models of OAN for the study period 2014-2034.

1. **Historic Land Take Up:** The first method is a forward projection of historic land take up trends to produce local only projections. Based on this the needs are:

- Chorley = 95.50 ha
- Preston = 89.00 ha
- South Ribble = 88.50 ha.

The Central Lancashire total need requirement is 273.00 ha. Figures are inclusive of a five year buffer to reflect a choice of sites by size, quality and location and to provide a continuum of supply beyond the end of the 2034 period. The buffer also makes some allowance for the loss of further employment land to non B-Class uses over the period to 2034.

Need has been compared to local level supply, which has been backdated from 2016 to 2014, to ensure that the need and supply dates match. Against this backdated supply, Central Lancashire has a shortfall of 84.57 ha to meet local needs, comprising:

- Chorley: 95.50 ha (need) – 59.75 ha (realistic supply, local only, backdated) = 35.75 ha (further need)
- Preston: 89.00 ha (need) – 71.69 ha (realistic supply, local only, backdated) = 17.31 ha (further need)
- South Ribble: 88.50ha (need) – 56.99 ha (realistic supply, local only) = 31.51 ha (further need).

2. **Jobs Growth:** The second method looks at jobs growth, as identified in Oxford Economics (2016) forecast modelling. The resulting jobs based forecast model suggests that all three Boroughs have sufficient land to meet needs. When a 'Policy On' allowance is made, as discussed in para 12 above Preston has needs of 11.50-14.90 ha to 2034. In South Ribble, the focus of strategic sites, the needs are much larger at 52.90-53.20 ha. Both Boroughs have sufficient employment land to meet these projected needs, with the greater requirement in South Ribble being supportive of strategic allocations.

- 14 However, to test how closely jobs change translates to land take-up, historic trends have been compared for South Ribble, Chorley and Preston. Using the same methodology, the land needs based on employment change has been calculated for two historic periods. For this analysis, just baseline (policy-off) forecasts are used as the relevant strategic initiatives had yet to be implemented during the bulk of these historic periods. The long-term period from 1991-2016 has been compared to the actual land take-up during that period and 2001-2007 which was a period of sustained economic growth nationally. The two assessments show that low net jobs growth during both periods, would have resulted in negative land needs. Even if the sectors predicted to grow only are considered, the projected land requirements represent only a fraction of what was taken up in reality. Thus, the trend shows that net jobs growth is not an accurate method of calculating land. **The preferred forecasting method is therefore a projection forward of past take-up rates that considers local needs.**

Employment Land Study Main Recommendations

15. **Recommendation 1: Employment Land and Premises Supply/Employment Land Provision Definition:** The total Central Lancashire Baseline Supply is **239.89 hectares**. However, consideration of this supply which includes existing Local Plan allocations suggests that these totals include areas of land which will not be brought forward for development, will be developed for non B-Class uses, to meet the needs of specific occupiers only (i.e. expansion space) or where development has now completed. For the purpose of this study, the current available local land supply in Central Lancashire is defined as 31 sites, comprising **175.29 ha** split for:

- Chorley: 51.95 ha in 14 sites
- Preston: 73.32 ha in 10 sites
- South Ribble: 52.36 ha in 7 sites.

16. **Recommendation 2 – Employment Areas to Be Retained.** This Study has undertaken an independent grading of 33 Employment Areas in Central Lancashire (including the Cuerden Strategic Site and Samlesbury Enterprise Zone). The following sites in Chorley, South Ribble and Preston locations are above average in quality and could be designated as ‘Key’ or ‘Best Urban’ sites:

Chorley	South Ribble	Preston
<ul style="list-style-type: none"> • Common Bank Area, • Ackhurst Business Park • Chorley Business and Technology Park, Euxton • Momentum/Southern Commercial Area/Revolution, Buckshaw Village 	<ul style="list-style-type: none"> • Emp. Area 2: Sceptre Way, Bamber Bridge • Emp. Area 3: Walton Summit Employment Area • Emp. Area 8: Aston Moss, Leyland • Emp. Area 10: Lancashire (Enterprises) Business Park, Farington • Emp. Area 11: Moss Side Employment Area, Leyland • Emp. Area 18: Matrix Park, Buckshaw Village. <p>At the strategic level, the Samlesbury Enterprise</p>	<ul style="list-style-type: none"> • ELR No 1: Millennium Business Park • ELR No 7: Preston East Employment Area • ELR No 19: Mondiboard, Longridge Road • ELR No 27: Bow Lane • ELR No 28: Riversway A – Portway/West Strand • ELR No 30: North Preston Employment Area • ELR No 54: Winckley Square/ Chapel Street • ELR No 65: Winckley Square (SW)/East Cliff • ELR No 66: Winckley Square (South and East)/Cross Street

	Zone and BAE facility, plus the Cuerden Strategic Site, when delivered, could also be included in this list.	<ul style="list-style-type: none"> • ELR No 84: West Strand/ Marsh Lane.
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17. Within the Best Urban Employment Areas, only applications for B-Class use should generally be permitted. Non-B Class uses should only be allowed if unless strongly justified and it is proved that the proposals will not have a significant adverse impact on surrounding local uses. It is accepted that on rare occasions some exceptions may have to be made, for example to provide for complimentary services, or where a site such a Cuerden is established for a mix of uses. Other circumstances which might justify such a change could include:
- Delivery of a broader strategy of economic development or urban regeneration
 - If the alternative use delivers significant community and/or employment/skills value compared to uses already present
 - If the Local Authority Area lacks dedicated high quality locations for uses such as trade/motor trade, and there are no viable alternative sites.
18. For the other Employment Areas, a more flexible approach could be taken to help facilitate a broad range of economic development. In some cases, a more intensive mixed use development could provide greater benefit to the local community than if the site was retained solely in employment use.
19. **Recommendations 3 and 5 – Sites Not Deliverable for Primarily B-Class Schemes and Protecting Key Local Plan Employment Sites.** Assessing the baseline employment supply has identified several employment sites which do not appear to be viable and deliverable for B1/B2/B8 uses, or have significantly reduced net developable areas for B-Class use. The study recommends the affected land should not be counted as part of the local or sub-regional supply of employment land in future monitoring or included in any Local Plan allocations for B-Class uses.
20. For example the Study states in Chorley, whatever decisions are made on the current planning applications, it remains highly unlikely that the full 26.90 ha of employment land is available in the three sites of the Great Knowley/Botany Bay area, Junction 8, M61. EP1.1 Great Knowley in particular, is heavily constrained, both in physical terms and in terms of ownerships. A review of this broader policy area is required to clarify the realistic land supply which can be taken forward for the rest of the Local Plan period.
21. Protection of the remaining employment land for B1/B2/B8 development, particularly key sites and defined employment areas, needs to be considered a policy priority. Further losses in the land supply, to alternative uses, should be resisted.
22. **Recommendation 4 and 6 – Future Employment Land Provision and Meeting Needs.** The Central Lancashire authorities should collectively and individually, use the roll forward of historic take-up as the main measure of future land need for the period up to 2034. This indicates a sub-regional need of **273.00 ha** to 2034, incorporating a five-year buffer. Measured against Central Lancashire’s current realistic supply, backdated to 2014, there is a shortfall of **84.57 ha** comprising:
- Chorley 35.75 ha (further need)
 - Preston 17.31 ha (further need)
 - South Ribble 31.51 ha (further need).

23. **Recommendation 7 - Encouraging Development.** The study states the simplest method is to maintain flexibility over the mix of uses on each site to allow viable combinations to be identified, although this can sacrifice land supply and conflict with other policies. The study provides information on a range of commonly used support delivery mechanisms which are applicable to development matters in Central Lancashire e.g. private sector led/private sector funded; joint venture agreement.
24. **Recommendation 8 – Monitoring Arrangements.** The Study states the Central Lancashire authorities should review their monitoring arrangements to be consistent going forward.
25. **Recommendation 9 – Future Reviews.** Market conditions in Central Lancashire are evolving, with a business base seeking growth and increased prospects of inward investment. This is combined with greater prospects of delivery on some strategic and local employment sites and ongoing deliverability issues on others. In view of these factors, the Central Lancashire authorities should review their employment land portfolios, individually and collectively, as appropriate at intervals of around five years. This is also in accordance with the NPPF which recommends regular monitoring and review of the local land supply to ensure a robust evidence base.

NEXT STEPS

- 26 The Central Lancashire Employment Land Study has been carried out to provide a common evidence base for all three local authorities on employment matters to compliment the Central Lancashire Strategic Housing Market Area Assessment and meet the requirements of the National Planning Policy Framework and Planning Practice Guidance. The evidence will now be used to review the Central Lancashire Core Strategy Policies 9: (Economic Growth and Employment) and 10 (Employment Premises and Sites) and review employment site allocations.

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CENTRAL LANCASHIRE STRATEGIC PLANNING JOINT ADVISORY COMMITTEE - 30 JANUARY 2018

DATES OF FUTURE MEETINGS

The proposed dates of future meetings are set out below. All of the meetings will commence at 5.30pm at the host authority

Date of Meeting	Host Authority
Tuesday 3 April 2018	Chorley
Tuesday 5 June 2018	Preston
Tuesday 4 September 2018	South Ribble
Tuesday 13 November 2018	Chorley
Tuesday 29 January 2019	Preston
Tuesday 26 March 2019	South Ribble

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