

and developers, actual feedback, as sought by ourselves, should be considered to be more favourable.

10.18 Whilst the position in relation to the number of developers could theoretically change in future years, the developers we name below have shown no interest to sell off parts of their sites to date and have indicated they have no intention of doing so in the foreseeable future. To reverse this position, board approvals would be required by at least two parties, contracts exchanged and revised plans/house type details would need to be approved through new planning applications.

10.19 Our analysis is summarised below and set out in more detail in the table at **Appendix 25b**.

Delivery on Large Sites

10.20 Further to discussions with the respective developers, I can confirm that the following sites will be brought forward by the single named developer over the next five years:

10.21 **Queensway, Kensington Developments:** Site HSS1: Queensway, is within the single control of Kensington Developments. It is identified in the emerging Local Plan, under Policy SL1, for 930 dwellings to be commenced in 2016. Kensington Developments gained outline consent for 1,150 dwellings at appeal on the 21st June 2012 (see **CD 6.6**) for a period of 5 years. A Reserved Matters application for 110 dwellings, located in the north eastern part of the site was submitted by Kensington Developments and approved in April 2015 (Ref: 13/0257).

The same developer then submitted a further Reserved Matters application for 898 dwellings in June 2015 for the remaining developable parts of the site (Ref: 15/0400). The proposed layout is included in **Appendix 26a**. This application remains undetermined. Paragraph 6.5 of the planning statement (see extract in **Appendix 26b**) confirms the overall development will now comprise of 1,037 dwellings rather than the 1,150 in the original outline. Moreover, it confirms Kensington's intention is to build out the site in 4 phases. There is no suggestion that another developer will be brought onto the site. As such, I see no justification to double the output from the site from 30 to 60 units per year.

Our research also indicates that there are still numerous pre-commencement conditions that still need to be discharged on the outline consent and there might be more on any forthcoming Reserved Matters permission. As such, my view is that it is unlikely to deliver units within year 1 (16/17), which generates 120 dwellings in 5 years, rather than the 270 assumed by the Council, thereby **removing 150 units** from the Council's supply.

10.22 **Pontins Phase 1 & 2, Persimmon Homes:** Site HSS4, Pontins Phase 1 and 2 is identified under Policy SL2 of the emerging Local Plan for 351 dwellings. This site is owned and controlled by Persimmon Homes. They have begun building out a phase of 73 homes on the southern part of the site, which was approved under the outline (Ref: 10/0877) and Reserved Matters (Ref:

14/0392) approvals (see approved layout, red line drawing and application form in **Appendix 27**).

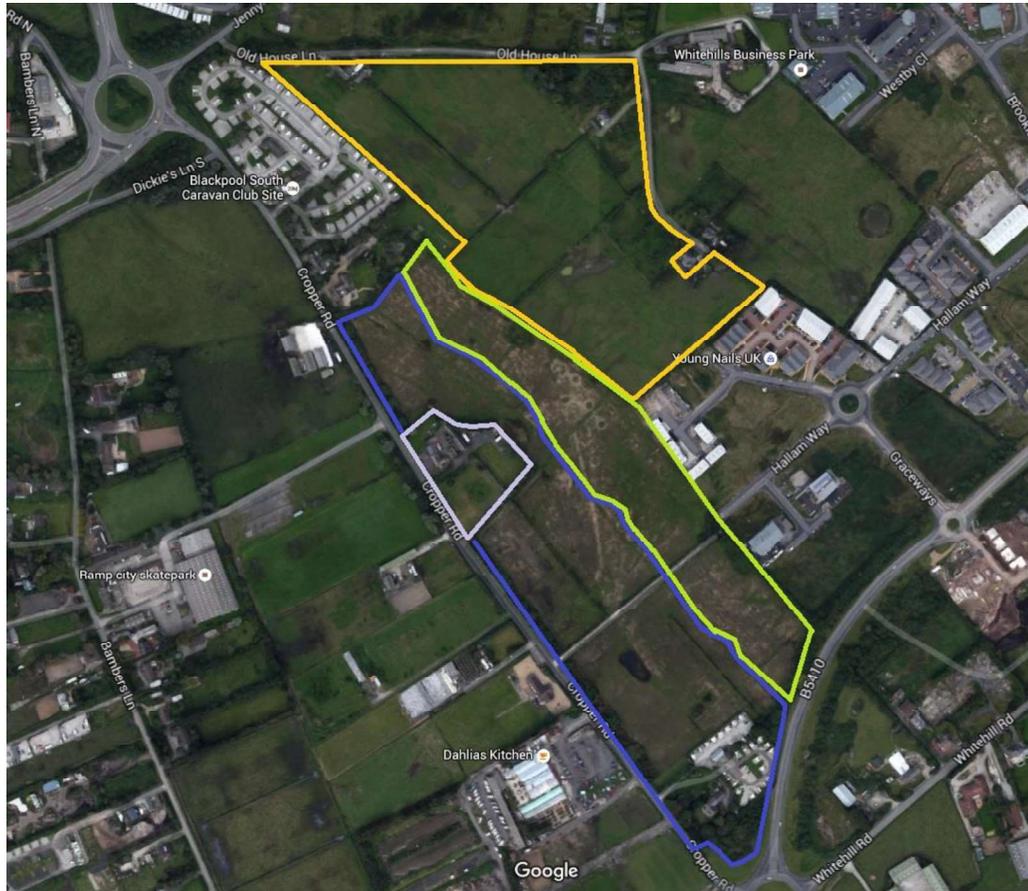
As set out in the Council's 5 year supply statement, 13 dwellings were complete as of March 2016. However, the original outline consent for the wider site (Ref: 08/1049) (see red line in **Appendix 28a** and application form in **Appendix 28c**), expired on 1st May 2016 for 275 dwellings (see decision notice in **Appendix 28b**). As such, the wider site does not technically have planning consent and is therefore not available for development as of now.

- 10.23 In light of this, Persimmon Homes submitted a further full application on the larger, northern part of the site for 353 dwellings (Ref: 16/0062) (see application form and validation letter in **Appendix 29c and 29d**). It was validated in February 2016 but remains undetermined. The supporting Environmental Assessment states the development is for up to 372 dwellings (see paragraph 1.31 of the extract in **Appendix 29b**). Notably, there is no mention of Persimmon bringing in another developer within the application documents and the house types and layouts are solely related to Persimmon Homes. This indicates the site will be brought forward by one developer.
- 10.24 However, within the same paragraph, Persimmon note that the houses will be built at a rate of circa 50 units per year. Whilst I believe this is highly optimistic for one developer to achieve in this location, I have allowed for this in the supply. This, however, would mean there were no unforeseen delays in appraising the current application and there was a speedy progression of any necessary planning conditions. Given the current application is undetermined, there is outstanding information that needs to be submitted to address a holding objection from Blackpool Airport (see letter at **Appendix 29e**), and the fact that Persimmon are applying for a considerably higher density scheme than what was approved under the former outline consent (which may generate other objections/issues), I am not overly convinced this will happen. Personally, I believe 30 dwellings per annum would be more appropriate in these circumstances but for robustness and in light of Persimmon's comments, I have stuck with 50, thereby **removing 50 units** from the Council's suggested 5 year supply for this site.
- 10.25 **Cropper Road East:** The Council have proposed a large allocation under Policy SL2 (Site MUS1) of the Emerging Local Plan (**CD2.28**) as illustrated on the Blackpool Periphery Plan (1 of 2). The site is identified as a mixed use site that is capable of accommodating **372** dwellings and 6.5 ha of employment land⁶⁸.
- 10.26 In terms of the Council's latest 5 year housing supply report and the associated trajectory table at Appendix 1, this area is currently split into 4 parcels relating to different planning application areas (see **Figure 10.2** below).

68. See page 63, **CD2.28**

10.27 Within the trajectory table, the applications amount to **451** dwellings and it is worth noting that they do not cover the entire MUS1 area.

Figure 10.2: Cropper Road East Site Areas



| | | | | | |
|---|--|--|---------------|--|---------------------------|
|  | Application Reference: - 12/0707 - 14/0310 | Applicant: Outline – Kensington Developments RM – Wainhomes | 146 dwellings | Reserved Matters application approved September 2014 | Development commenced |
|  | Application Reference: - 13/0753 | Applicant – I Kershaw | 26 dwellings | Outline application approved July 2015 | Development not commenced |
|  | Application Reference: - 15/0472 | Applicant – Wainhomes | 80 dwellings | Outline application approved February 2016 | Development not commenced |
|  | Application Reference: - 15/0114 | Applicant - LCC | 200 dwellings | Pending decision | Development not commenced |

10.28 Two parcels are being promoted by Wainhomes and have permission for **225** units under applications 14/0310 (145 units) and 15/0472 (80 units). The third parcel, was promoted by I.Kershaw and has permission for 26 units (Ref: 13/0753). The fourth parcel is currently being

promoted in outline by LCC for 200 units (Ref: 15/0114) (see indicative layout plan in **Appendix 30**). LCC's proposal does not currently have planning consent and has yet to go to planning committee. As such, it does not even have a resolution to grant planning permission and through discussion with the case officer, the expected committee date will be in September 2016.

- 10.29 Whilst it is evident that there is a generalised level of support from the Council through the draft allocation of the site in the Emerging Local Plan, the draft allocation has not been examined in any level of detail. Moreover, the application process needs to run its course before the Council can fully rely on any delivery of dwellings from this site in the 5 year supply. Indeed, the number of dwellings being promoted is greater than the proposed allocation and whilst this might be acceptable, there could be a host of related or unforeseen reasons as to why planning permission may not be granted on this site. Whilst the Council have only allowed 45 homes in the latter two years of the 5 year period within the trajectory for this parcel, I don't believe even this level of conclusion is in keeping with footnote 11 of the NPPF which confirms sites should be available and deliverable now. As such, I have removed the 45 homes associated with application (Ref: 15/0114), relating to LCC's proposals.
- 10.30 With regard to the two parcels of land controlled by Wainhomes, through their submissions, there has been no indication that part of the site would be sold to another housebuilder. In fact, paragraph 6.5 the planning statement to application 15/0472 confirmed both of the Wainhomes parcels of land 'will form one development' (see **Appendix 31c**). Our discussions with the sales office also confirm this to be the case and that the first phase of 145 dwellings will be delivered before a start is made on the subsequent stages / remainder of their land holdings in this area. As such, I can safely assume Wainhomes will be bringing all the proposed dwellings forward themselves.
- 10.31 Furthermore, due to the interrelating layouts of the proposals (see plans in **Appendix 31**) and confirmation from the sales team at Wainhomes, it is highly unlikely that the units permitted under 14/0310 and 15/0472, will be brought forward at the same time, which the Council have assumed in their trajectory for four of the five years in their trajectory.
- 10.32 Through discussions with their sales office, Wainhomes themselves have suggested an aspirational build out rate of 35 dpa on their North West sites. In relation to this site, they have completed 8 dwellings. Even if we assume the 35 dpa figure, this would suggest a 5 year figure of **155** across the 2 Wainhomes sites, rather than the **215** assumed by the Council. Factoring in the other parcels (I. Kershaw), this amounts to **181** units across the entire site, compared to **286** put forward by the Council over the 5 year period, thereby **removing 105 units** from the Council's supply.
- 10.33 **HSS9 - Blackpool Road, Kirkham:** Within the Council's 5 year supply trajectory, an application by Morris Homes (Ref: 15/0177) for 291 homes has been included, see redline and application form in **Appendix 32**). In a similar fashion to the Cropper Road site, this application does not have planning permission and the latest position from the Council's officers is that it may go to

planning committee in September 2016. Again, the site is proposed to be allocated in the emerging Local Plan and forms part of HSS9, which is identified for 588 dwellings under Policy SL4⁶⁹. Whilst the existing permissions and proposed application across the allocation tally with that amount, it still cannot be regarded as a site that is available and deliverable now. As such, I have **removed the 75 homes** put forward by the Council in their trajectory relating to this application.

10.34 Figure 10.3 below shows the effect this has on the Council's trajectory in respect of these sites, and overall it leads to a deduction of 380 units from the 5 year supply. I also remove a further 60 units from expired consents set out below.

Figure 10.3 – Alternative Trajectory for Large Sites with Single Developer

| Site | Trajectory | Y1 | Y2 | Y3 | Y4 | Y5 | Y1-5 | Y6+ | Total |
|---|----------------|-----------|-----------|-----------|-----------|-----------|------------|-----------|--------------|
| Queensway, St Annes (Kensington) | Council | 30 | 60 | 60 | 60 | 60 | 270 | 880 | 1,150 |
| | Pegasus | | 30 | 30 | 30 | 30 | 120 | 917 | 1,037 |
| Coastal Dunes/ Pontins (Persimmon) <i>* 13 units already completed</i> | Council | 60 | 60 | 60 | 60 | 60 | 300 | 38 | 351 |
| | Pegasus | 50 | 50 | 50 | 50 | 50 | 250 | 163 | 426 |
| Cropper Rd East | Council | 15 | 60 | 71 | 75 | 65 | 286 | 165 | 451 |
| | Pegasus | 15 | 50 | 46 | 35 | 35 | 181 | 70 | 251 |
| Blackpool Road | Council | 30 | 45 | 75 | 70 | 30 | 280 | 291 | 571 |
| | Pegasus | 30 | 45 | 60 | 40 | 30 | 205 | 75 | 280 |

Expired / Withdrawn Consents

10.35 We have also made deductions from the supply to take account of the following consents which have either expired or not received formal planning permission.

10.36 **Site HS21 Squires Gate (Ref: 08/0992):** This outline consent for 70 additional units (72 – 2 demolitions) was granted by appeal in 2009 (see Decision Notice at **Appendix 33**). This original

69. See page 69

expired on 3rd August 2012. On 2nd August 2012, an application to extend the time limit (ref: 12/0499) was submitted by Mr McCandless but this was never approved. Through discussion with the case officer, the Council have verbally confirmed that the extension of time application will be disposed of (Ref: 16/0194). This is because it has not been progressed and there is a new full application for 25 affordable dwellings that was submitted by Baxter Homes in March 2016 and is due to be determined in July 2016 (see forms, redline drawing and layout in **Appendix 35**). Strictly speaking the site is not available now for development and certainly is not available for 70 units. Whilst it would be entirely appropriate to not allow for any delivery on this site in the next 5 years on the basis that the site is not available for development now, I have reduced the deliverable supply at this site from 70 to 25 (a **reduction of 45 dwellings**), and expect that this will be delivered in years 2 and 3.

10.37 **Site HSS3: Singleton Villas (Ref: 14/0652):** This outline application was withdrawn on 27th April 2016, which **reduces the supply by 15 dwellings** (see withdrawal letter in **Appendix 36**)

10.38 Overall, I consider the Council's existing supply should be **reduced by a total 440 dwellings**, or 400 above the 40 unit deduction that they include for 'planning permissions no longer deliverable'.

Summary of Supply

10.39 As set out above, the Council claimed a 5 year supply of 3,391 before applying any 'slippage' discount. I have reviewed the supply and believe it should be reduced by 440 dwellings at 31st March 2016 to be **2,941**.

10.40 By applying a -10% reduction for non-delivery/slippage (-294), this reduces to **2,647** deliverable dwellings over the next five years. I consider this discount for 'slippage' is still appropriate on the basis that there will continue to be sites within the current supply that currently have planning consent but may lapse, alter or simply not come forward as quickly as one might hope. Bearing in mind my reservations about the Persimmon scheme at Costal Dunes, I also consider this discount to be appropriate.

Calculating the Council's 5 Year Land Supply Position Since 2011

10.41 As previously noted, housing completions since 2011 are as follows and amount to **1,049** dwellings:

- 141 in 2011/12;
- 162 in 2012/13;
- 234 in 2013/14;
- 207 in 2014/15; and
- 305 in 2015/2016.