

**Fylde Council, South Ribble Borough Council,
Preston City Council and Chorley Council**

Statement of Common Ground

Plan-Making for Strategic Cross-Boundary Matters

October 2020

Contents		
1	Introduction	2
2	Areas covered	4
3	Key strategic matters	6
4	Governance arrangements	7
5	Strategic matters: the timing of plan-making, revision and review	8
6	Strategic matters: housing needs	10
7	Strategic matters: housing requirements	12
8	Record of engagement on key strategic matters	14
9	Other strategic matters and how they will be addressed	15
10	The signatories	16

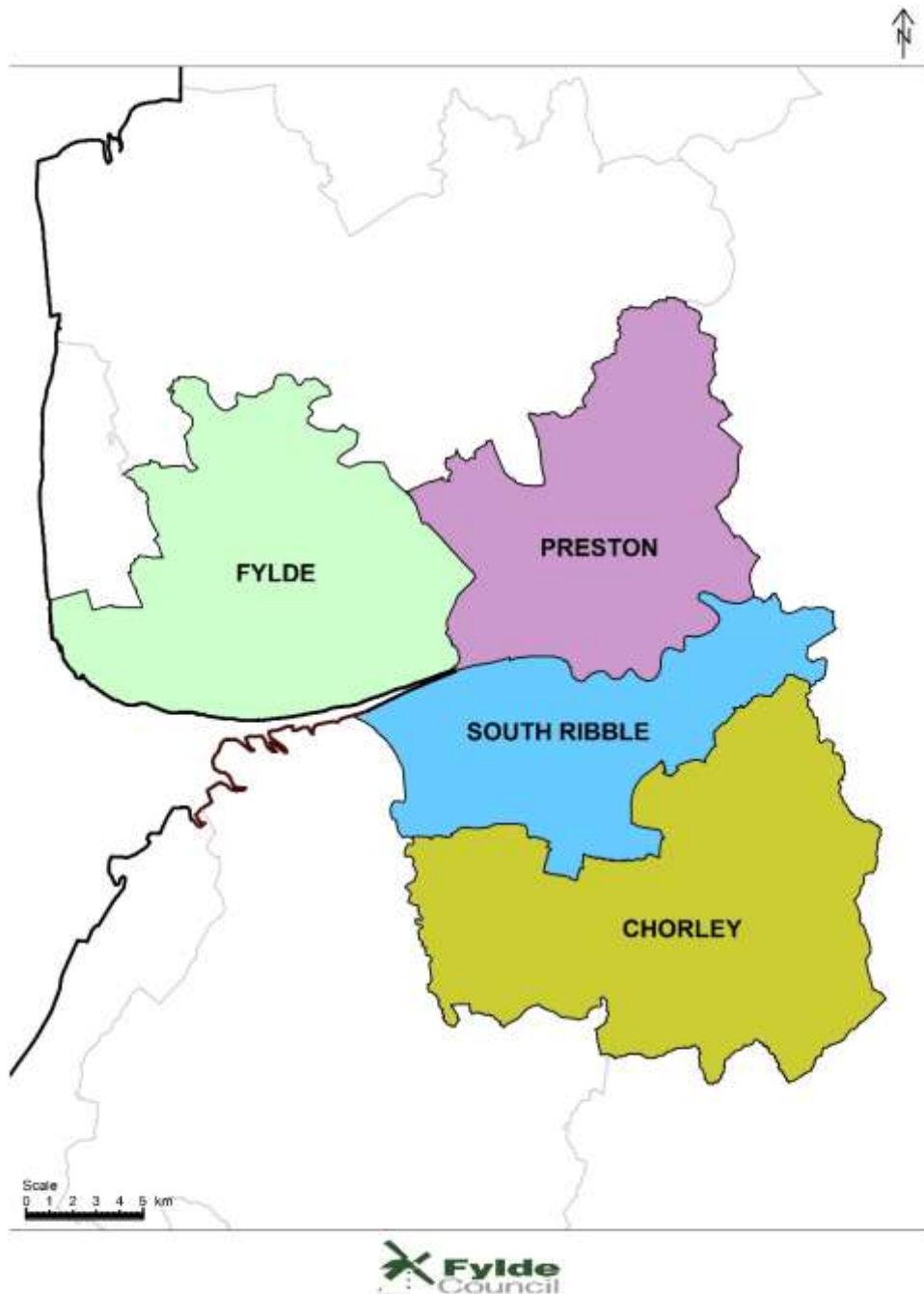
1. Introduction

- 1.1 This Statement of Common Ground has been produced in support of the Partial Review of the Fylde Local Plan to 2032. It provides an explanation of the strategic position of Fylde and neighbouring councils in relation to those cross-boundary strategic matters which fall within the extent of the revisions made by the Partial Review of the Fylde Local Plan to 2032, and explains engagement in relation to these matters to demonstrate compliance with the Duty to Co-Operate.
- 1.2 The Duty to Co-operate was introduced by the Localism Act 2011 as an amendment to the Planning and Compulsory Purchase Act 2004, to ensure that local planning authorities continued to take a strategic approach to planning for issues that extend across boundaries, following the abolition of regional planning. The Duty applies to all local planning authorities, county councils in England and to a number of other ‘prescribed’ bodies requiring them to co-operate with each other to address strategic planning matters relevant to their areas in the preparation of a development plan document (DPD). The duty requires ongoing constructive and active engagement on the preparation of DPDs and other activities relating to the sustainable development and use of land.
- 1.3 The Duty:
- relates to sustainable development or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council;
 - requires that councils set out planning policies to address such issues;
 - requires that councils and other bodies engage constructively, actively and on an ongoing basis to develop strategic policies in the preparation of Local Plans and any documents and activities that can reasonably be considered to prepare the way for such plans;
 - requires councils to consider joint approaches to plan-making.
- 1.4 The Planning Practice Guidance (PPG) published by the Government explains the purpose of a statement of common ground:
- A statement of common ground is a written record of the progress made by strategic policy-making authorities during the process of planning for strategic cross-boundary matters. It documents where effective co-operation is and is not happening throughout the plan-making process, and is a way of demonstrating at examination that plans are deliverable over the plan period, and based on effective joint working across local authority boundaries. In the case of local planning authorities, it also forms part of the evidence required to demonstrate that they have complied with the duty to cooperate.*
- 1.5 This document follows the broad structure advocated by the PPG. The strategic matters considered are restricted to those directly relating to changes proposed in the Partial Review of the Fylde Local Plan to 2032.

- 1.6 The authorities have not identified any areas of disagreement relating to the strategic cross-boundary matters covered by this statement. Therefore, this statement does not record any matters of disagreement over the strategic matters covered.
- 1.7 This statement does not speculate on the effects of possible changes that may occur through draft changes to national planning policy and guidance or through indicative proposals for legislative change.

2. Areas covered

- 2.1 This statement covers the area of Fylde Council and the adjoining authority areas that form Central Lancashire. The Central Lancashire Sub-Region comprises the three local authority areas of South Ribble, Preston City and Chorley Councils, although Chorley does not have a boundary with Fylde. The area covered is shown on the map below:



Fylde, Preston, South Ribble and Chorley Authorities
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- 2.2 The Central Lancashire sub-region encompasses the area covered by the two-tier area covered by Lancashire County Council and the district councils of Preston City Council, South Ribble Borough Council and Chorley Council. The area occupies a strategic location in the central part of Lancashire straddling the River Ribble. The Borough of Fylde adjoins to the immediate west on the north side of the Ribble Estuary occupying a broad rural area within the Fylde Coast sub-region.
- 2.3 Fylde is part of the Fylde Coast sub-region with Blackpool and Wyre Councils, and which forms a single housing market area and has a high level of self-containment in travel to work patterns and economic functionality. The Central Lancashire sub-region was identified as a single housing market area by the Central Lancashire Strategic Housing Market Assessment (SHMA). This measured the self-containment of the Central Lancashire Housing Market Area and found a high proportion (77%) of housing moves were occurring within the area.
- 2.4 Notwithstanding this, Fylde and Central Lancashire also has significant economic functional linkages through the regionally and nationally significant advanced manufacturing. The Lancashire Advanced Manufacturing and Engineering Enterprise Zone associated with BAE Systems sites at Warton in Fylde and Samlesbury in South Ribble have very strong functional connections. The nuclear processing facility at Westinghouse Springfields in Fylde is a nationally important facility and a significant employer for Central Lancashire as well as Fylde. Fylde is dependent on the strategic infrastructure connections through the motorway, rail and utility connections to the rest of the country from Fylde through Central Lancashire.
- 2.6 This economic coherence was reflected in the establishment of the Lancashire Enterprise Partnership (LEP), with its aim to drive sustainable business growth across Lancashire.
- 2.7 The area adjoins the Irish Sea to the west, under the planning jurisdiction of the Marine Management Organisation, and the local planning authorities of Blackpool, Wyre, Ribble Valley, West Lancashire, Blackburn-with-Darwen, Bolton and Wigan.
- 2.8 Fylde Council has produced separate Statements of Common Ground with its other immediate neighbours in relation to strategic matters relevant to the Partial Review of the Fylde Local Plan to 2032.

3. Key strategic matters

3.1 The strategic matters considered in this statement are the following:

The timing of plan-making, revision and review

Housing needs

Housing requirements

3.2 These strategic matters are those relevant to the Partial Review of the Fylde Local Plan to 2032. All other strategic matters will be dealt with, where necessary, through separate or subsequent statements.

4. Governance arrangements

- 4.1 This Statement of Common Ground has been developed for the purpose of ensuring that the requirements of the statutory Duty to Co-operate are met.
- 4.2 If considered necessary in order to agree the contents of this Statement of Common Ground, it will be subject to discussion leading to agreement between the councils' officers, including meetings if required.

5. Strategic matters: the timing of plan-making, revision and review

- 5.1 The plan-making stages of Fylde and the Central Lancashire authorities have not been closely aligned.

Fylde

- 5.2 The Fylde local Plan to 2032 is a complete local plan containing strategic and non-strategic policies. It was submitted for examination in December 2016, prior to the publication of the National Planning Policy Framework (July 2018) (NPPF18). Following the publication of NPPF18, as the examination had not concluded, the examination continued and concluded and the adoption of the plan took place under the transitional arrangements of paragraph 214 of NPPF18, whereby the policies of the earlier National Planning Policy Framework of 2012 (NPPF12) continued to apply.

- 5.3 The Fylde Local Plan to 2032 was adopted on 22nd October 2018.

- 5.4 The Fylde Local Plan to 2032 paragraph 1.27 includes the following text reflecting the uncertainty during the examination as to the position in Wyre:

Fylde Council recognises that Wyre Council have identified difficulties in planning to meet its objectively-assessed need for housing. Any need that remains unmet following the adoption of Wyre's Local Plan will need to be addressed. Fylde Council will undertake an early review of the Fylde Local Plan (whether full or partial) to examine this issue, working with other authorities adjoining Wyre under the Duty to Co-Operate. The objective of this process would be to ensure that any unmet need is met within the Housing Market Area and/or in other appropriate locations, where consistent with the achievement of sustainable development.

The Wyre Local Plan (2011-2031) was adopted on 22nd February 2019 with unmet need. Therefore, the review mechanism contained within paragraph 1.27 of the Fylde Local Plan has been triggered.

- 5.5 The Fylde Council Local Development Scheme includes the Partial Review of the Local Plan. It states:

A Partial Review of the Fylde Local Plan to 2032 will bring the Local Plan in line with Paragraph 212 of the National Planning Policy Framework 2019. It will also consider the unmet housing need in Wyre in accordance with Paragraph 1.27 of the Fylde Local Plan to 2032.

- 5.6 The indicative timetable for the production and examination of the Partial Review was initially set out in the November 2019 LDS. Fylde Council has produced an update (September 2020) which has taken into account the effects of Covid-19. The updated timetable is:

- The consideration of responses to the scoping consultation and its presentation to Planning Committee are provisionally scheduled for the period up to January 2020;
- the Schedule of Revisions for presentation to Planning Committee in January 2020;
- the production of technical assessments between January and March 2020;
- the presentation of the Publication Version to Planning Committee in March 2020;

- publication for public consultation between July and September 2020;
- submission in October 2020; examination in February-March 2021; and
- adoption in July 2021.

5.7 The Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017 requires that local planning authorities review local plans such that the review is completed within 5 years from the adoption date of the local plan. NPPF18 and the revised version of it published in February 2019 (NPPF19) include this requirement to review within 5 years and include policy as to which plan policies will need updating. Fylde Council will carry out a full review of the Local Plan within the five-year statutory period. There is therefore no need for the Partial Review of the Fylde Local Plan to 2032 to extend wider than the remit intended.

Central Lancashire

- 5.8 The Central Lancashire Core Strategy was adopted in July 2012. It provides strategic planning policies for the area covered by the three Central Lancashire authorities for the period 2010-2026.
- 5.9 Individual local plans for the three constituent authorities provide more detailed policies relating to each borough. The South Ribble Local Plan was adopted in July 2015, and covers the period 2010-2026. The Preston Local Plan 2012-26 (Site Allocations and Development Management Policies DPD) was adopted in July 2015. The Chorley Local Plan 2012-2026 Site Allocations and Development Management Policies Development Plan Document was adopted in July 2015.
- 5.10 The Central Lancashire authorities are in the early stages of producing a new single joint local plan. An Issues and Option consultation was undertaken from November 2019 to February 2020. The Central Lancashire Local Development Scheme (LDS) shows a preferred options consultation scheduled for, June 2021- August 2021 publication in October 2022 and adoption by December 2023. It has not yet been updated in response to the impact of Covid-19.
- 5.11 Since the Issues and Options document was published, the three Central Lancashire authorities have entered into a Joint Memorandum of Understanding and Statement of Co-operation, which has been signed by the three authorities. A Statement of Common Ground between the three authorities has been produced, and updated to May 2020.
- 5.12 The Partial Review of the Fylde Local Plan to 2032 must have regard to the emerging joint local plan for Central Lancashire. However, the joint local plan remains at an early stage of production.

6. Strategic matters: housing needs

Fylde:

- 6.1 The adopted Fylde Local Plan to 2032 evidence base was provided by the Fylde Coast SHMA (2014) and its three Addenda, the last of which (Fylde Addendum 3: Analysis of the OAN in light of the 2014-based SNPP and SNHP (Turley, May 2017), accompanied by the Independent Assessment of the Economic Prospects of Fylde (Amion Consulting, May 2017)) gave an Objectively Assessed Need (OAN) for housing as a range of 410-430 dwellings per annum. This evidence was produced in accordance with NPPF12 and PPG dating from 2014. Following the Examination of the FLP32, the Inspector concluded that the housing requirement figure of 415 dwellings per annum was sound and appropriate to meet needs.
- 6.2 Fylde Council is to carry out a Partial Review of the Fylde Local Plan to 2032. The Partial Review develops necessary changes to the Local Plan to accord with NPPF19, as required by paragraph 212 of NPPF19. In addition, it considers the issue of unmet need in Wyre, as required by paragraph 1.27 of the Fylde Local Plan to 2032. This requires that Fylde Council undertakes a review whether full or partial if the Wyre Local Plan is adopted with unmet housing need. This has occurred (see below).
- 6.3 The Partial Review includes an update of Housing Needs. It is informed by a Local Housing Need assessment, calculated using the standard methodology in accordance with PPG, as specified in paragraph 60 of NPPF19. It also considers the implications of the PPG and the identified needs figure from the SHMA Fylde Addendum 3 and the recently-adopted Local Plan.
- 6.4 The adopted Fylde Local Plan to 2032 allocates sites for 8,819 homes within the plan period. This meets the needs that were identified in the Local Plan. The Partial Review of the Fylde Local Plan to 2032 demonstrates that the local housing need figure requires updating to 275 dwellings per annum. The Fylde Local Plan to 2032 provides allocations within Fylde that exceed this figure for the plan period. Therefore, the Fylde Local Plan to 2032 meets needs in Fylde identified in the Partial Review of the Fylde Local Plan to 2032.
- 6.5 The Partial Review of the Local Plan needs to take account of any need that cannot be met in neighbouring areas, in accordance with paragraph 65 of NPPF19. However, the adopted Wyre Local Plan commits Wyre Council to bringing forward a Partial Review, with the objective of meeting in full the Objectively Assessed Housing Needs, and including a review of the local housing needs figure. Matters of agreement with Wyre Council are included in a separate statement of common ground.

Central Lancashire

- 6.6 The Central Lancashire Core Strategy 2012 took the minimum housing need figure from the former Regional Spatial Strategy, totalling 22,158 dwellings between 2010 and 2026. The Core Strategy and the individual local plans that followed provided allocations to meet this need. No request was made for other authorities to assist.
- 6.7 The Issues and Options consultation document (November 2019) states:

.3. The method used to work out how many homes are needed in a local authority area changed recently with the government introducing the 'standard housing method' which uses a set formula.

3.4. It is likely that the number of homes we must deliver for this plan period of 2021-2036 will be different to our existing policy. This currently requires the three authorities to deliver a total of 1,341 homes a year, over the plan period¹.

3.5. The formula for the standard housing method means that the actual number of dwellings required changes annually, in line with population changes and the ratio of income to house price changes. At the time of producing this document, the figures were:

<i>Preston</i>	<i>Chorley</i>	<i>South Ribble</i>
<i>Homes Per Year</i>	<i>Homes Per Year</i>	<i>Homes Per Year</i>
<i>241</i>	<i>579</i>	<i>213</i>

3.6. The government see these as a starting point for the planning process rather than a compulsory target but consider that it is only in exceptional circumstances that a different method could be used. Therefore, as a starting point, 1,033 houses would need to be provided every year across Central Lancashire, which over the 15-year plan period would be 15,495 houses.

6.8 The Statement of Common Ground (May 2020) between the Central Lancashire authorities provides an update on the housing need figures for the three authorities and the combined total. Its Table 1 gives a Minimum Annual Local Housing Need (April 2020) of 250.38 for Preston, 190.59 for South Ribble and 569.03 for Chorley, giving an aggregate figure of 1,010 dwellings for Central Lancashire. Therefore, the most up-to-date information from Central Lancashire is that the housing need figure will be that derived from the standard method. The total requirement will then be divided amongst the three council areas.

6.9 The Issues and Options document states:

it is too early to say if we will be proposing to suggest or allocate sites within the Green Belt, (or Sites of Scientific Interest (SSSIs) or Open Countryside etc.) for development. ... It will be for a future consultation to determine if and when there is a need to consider looking at sites within the Green Belt

6.10 There is no suggestion within the Issues and Options Consultation document that any sites will be needed outside the boundaries of the Central Lancashire authorities to meet needs. No request has been made by the Central Lancashire authorities for assistance from Fylde Council in meeting housing needs.

7. Strategic matters: housing requirements

Fylde:

- 7.1 The Fylde Local Plan to 2032 Policy H1 sets out a minimum net housing requirement of 415 homes per annum for the plan period 2011 to 2032, equating to 8,715 net homes for the period.
- 7.2 The Fylde Local Plan to 2032 was adopted on 22nd October 2018. Therefore, the strategic policy that sets out the housing requirement is less than 5 years old for the purpose of the assessment of five-year housing land supply as required by paragraph 73 of NPPF19.
- 7.3 The Partial Review includes a review of the housing requirement figure in the light of the updated minimum housing need figure above. The Partial Review will set a housing requirement figure of 275-415 dwellings per annum.

Central Lancashire

- 7.4 The Central Lancashire Core Strategy 2012 sets out the housing requirement for the three Central Lancashire authorities to 2026. These are: Preston 507 dwellings per annum, South Ribble 417 dwellings per annum, and Chorley 417 dwellings per annum, with 702 added to the total for previous under-delivery.
- 7.5 The South Ribble Local Plan (2015) notes the core strategy requirement of 6,255 dwellings for the plan period and allocates sites for 6,576 homes, plus allowing for 329 homes from windfalls. It therefore meets the housing requirement.
- 7.6 Preston Local Plan 2012-26 (Site Allocations and Development Management Policies DPD) repeats the requirement for 507 dwellings per annum for the plan period, and calculates a residual requirement of 7,301 homes for the period 2014-2026. The Preston Local Plan identifies sufficient land for housing to meet the requirement. The Chorley Local Plan 2012-2026 Site Allocations and Development Management Policies Development Plan Document provides allocations for 5,607 dwellings plus allowances for 451 small windfalls over the plan period, which exceeds the Core Strategy requirement.
- 7.7 The Central Lancashire Local Plan Issues and Options consultation document (November 2019) states that:

Therefore, as a starting point, 1,033 houses would need to be provided every year across Central Lancashire, which over the 15-year plan period would be 15,495 houses.

The three councils are still looking into the number of homes we need in Central Lancashire and how these will be spread across Preston, Chorley and South Ribble. We will have more information about this when we next consult with our communities.
- 7.8 The Memorandum of Understanding between the Central Lancashire authorities (April 2020) established the principle for the division of the housing requirement. As noted in the Statement of Common Ground (May 2020) between the Central Lancashire authorities:

the MOU then requires the Central Lancashire authorities to produce a Statement of Common Ground to update these minimum requirements in accordance with the agreed distribution set out in part (b) to the Agreement contained within the MOU. For ease of reference, part (b) to the Agreement contained within the MOU states:

(b) to apply the recommended distribution of homes as follows:

Preston: 40%

South Ribble: 32.5%

Chorley: 27.5%

Total: 100%

7.9 The Statement of Common Ground (May 2020) goes on to state:

Applying the agreed MOU distribution to this aggregate figure means that, at April 2020, the minimum requirement for each Central Lancashire authority is:

Preston: 404 dwellings pa

South Ribble: 328 dwellings pa

Chorley: 278 dwellings pa

Total: 1,010 dwellings pa

7.10 No request for assistance in providing for housing sites has been received by Fylde Council to date from the Central Lancashire authorities.

8. Record of engagement on key strategic matters

8.1 The Duty to Co-operate applies to all local planning authorities (LPAs), county councils in England and to a number of other 'prescribed' bodies requiring them to co-operate with each other to address strategic planning matters relevant to their areas in the preparation of a development plan document (DPD). The duty requires ongoing constructive and active engagement on the preparation of DPDs and other activities relating to the sustainable development and use of land.

8.2 The Central Lancashire authorities that adjoin Fylde:

- South Ribble Borough Council (as a neighbouring authority)
- Preston City Council (as a neighbouring authority)

are prescribed bodies with whom engagement is required under the Duty to Co-Operate. They have been consulted on the scope of the Partial Review of the Fylde Local Plan to 2032. In addition, each was consulted on the draft of the Schedule of Revisions and the contents of this Statement of Common Ground prior to the full publication for consultation, in order to undertake engagement with consultees to resolve any issues arising; no issues arose at that time, however subsequently, to reflect the participation of Chorley Council in the Central Lancashire planning process, the agreement of Chorley Council has been sought to the contents of this document in addition. Given the limited extent of the proposed revisions, this level of engagement is considered proportionate and reflects ongoing co-operation. The outcomes of the engagement are demonstrated by the agreement to the content of this document by the signatories.

8.3 Fylde Council has also co-operated with the other prescribed bodies. These are:

- Blackpool Council (as a neighbouring authority)
- Wyre Council (as a neighbouring authority)
- West Lancashire Borough Council (as a neighbouring authority)
- Lancashire County Council (as transport authority, highway authority, education authority, public health authority and as waste and minerals authority)
- Highways England
- Environment Agency
- Historic England
- Natural England
- Marine Management Organisation (the MMO)
- Homes and Communities Agency (HCA)
- Fylde and Wyre Clinical Commissioning Group (CCG)
- The National Health Service Commissioning Board (NHS England)
- Civil Aviation Authority (CAA)
- Lancashire Local Enterprise Partnership (including Transport for Lancashire)
- Local Nature Partnership
- The Office of Rail and Road

9. Other strategic matters and how they will be addressed

- 9.1 This Statement of Common Ground has been produced to support the Partial Review of the Fylde Local Plan to 2032. The Partial Review has a limited remit: this is defined by the proposed revisions to the Fylde Local Plan to 2032 contained within the Schedule of Revisions. The strategic matters considered by this statement are limited to those which have direct impact upon the policies and text which are proposed for revision by the Partial Review.
- 9.2 Strategic matters that are not being considered for revision in the Partial Review of the Fylde Local Plan for 2032 will be subject to one or more separate Statements of Common Ground that will inform preparation of the future full review of the Fylde Local Plan as prescribed by paragraph 33 of NPPF19.

10. The signatories

Plan-Making Authorities

The plan-making authorities that are signatories to this statement are as follows:

Fylde Council

Signed:



Dated: 15th October 2020

Mark Evans, Head of Planning and Housing

South Ribble Borough Council

Signed:

Dated:

(INSERT NAME AND POSITION)

Preston City Council

Signed:

Dated:

(INSERT NAME AND POSITION)

Chorley Council

Signed:

Dated:

(INSERT NAME AND POSITION)

Eddie Graves

From: Alison Marland <alison.marland@chorley.gov.uk>
Sent: 15 October 2020 10:16
To: Eddie Graves; Carolyn Williams
Cc: Chris Blackburn; Brown, Steven; Julie Glaister
Subject: FW: Partial Review of the Fylde Local Plan to 2032: Statement of Common Ground
Attachments: Oct 2020 Fylde Draft Statement of Common Ground with Central Lancs incl Chorley.docx; Oct 2020 Fylde Draft Statement of Common Ground with Central Lancs with tracks showing Chorley changes.docx; Oct 2020 Fylde Draft Statement of Common Ground with Central Lancs with tracks showing Chorley changes and amendments 15.10.20.docx

Hi Eddie

Thank you for the attachments.

I have made one amendment to reflect the dates in the published LDS as shown in the third attachment.

I can confirm that Chorley Council agrees to the content of the Statement of Common Ground.

Kind Regards
Alison

Alison Marland
Principal Planning Officer
Chorley Council

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Eddie Graves

From: Chris Blackburn <ch.blackburn@preston.gov.uk>
Sent: 15 October 2020 11:41
To: Eddie Graves; 'Steven Brown SRBC'; 'Alison Marland'; Carolyn Williams
Cc: Julie Glaister
Subject: RE: Statement of Common Ground: Partial Review of the FLP32

Eddie

Thank you for your email.

I can confirm that Preston City Council is in agreement with all parts of the SoCG.

Kind Regards

Chris Blackburn
Planning Policy Team Leader
+441772906570
Preston City Council

Eddie Graves

From: Brown, Steven <steven.brown@southribble.gov.uk>
Sent: 15 October 2020 13:53
To: Eddie Graves; 'Chris Blackburn'; 'Alison Marland'; Carolyn Williams
Cc: Julie Glaister
Subject: RE: Statement of Common Ground: Partial Review of the FLP32

Hi Eddie,

Hope all's well with you?

Just to confirm on behalf of South Ribble that we are happy with the content of the SOCG.

Many thanks

Steven Brown

Head of Development Management