



FYLDE BOROUGH COUNCIL



## Meeting Agenda

**Special Planning Policy Scrutiny Committee  
Town Hall, Lytham St Annes  
29 August 2007, 19:00pm**

**The main doors to the Town Hall will be open to the public at  
6:40pm**

# PLANNING POLICY SCRUTINY COMMITTEE

## MEMBERSHIP

CHAIRMAN - Councillor John Bennett  
VICE-CHAIRMAN – Councillor William Thompson

### Councillors

Ben Aitken	George Caldwell
Michael Cornah	Trevor Fiddler
Keith Beckett	Maxine Chew
Lyndsay Greening	

Contact: Carolyn Whewell, St. Annes (01253) 658563,  
Email: [carolynw@fylde.gov.uk](mailto:carolynw@fylde.gov.uk)



## **CORPORATE OBJECTIVES**

The Council's investment and activities are focused on achieving our five key objectives which aim to :

- Conserve, protect and enhance the quality of the Fylde natural and built environment
- Work with partners to help maintain safe communities in which individuals and businesses can thrive
- Stimulate strong economic prosperity and regeneration within a diverse and vibrant economic environment
- Improve access to good quality local housing and promote the health and wellbeing and equality of opportunity of all people in the Borough
- Ensure we are an efficient and effective council.

## **CORE VALUES**

In striving to achieve these objectives we have adopted a number of key values which underpin everything we do :

- Provide equal access to services whether you live in town, village or countryside,
- Provide effective leadership for the community,
- Value our staff and create a 'can do' culture,
- Work effectively through partnerships,
- Strive to achieve 'more with less'.



## AGENDA

ITEM	PAGE
<b>1. DECLARATIONS OF INTEREST:</b> <i>In accordance with the Council's Code of Conduct, members are reminded that any personal/prejudicial interests should be declared as required by the Council's Code of Conduct adopted in accordance with the Local Government Act 2000.</i>	4
<b>2. SUBSTITUTE MEMBERS:</b> <i>Details of any substitute members notified in accordance with council procedure rule 26.3</i>	4
<b>3. DETERMINING PLANNING APPLICATIONS FOR HOUSING</b>	7

**Personal interests**

8.—(1) You have a personal interest in any business of your authority where either—

(a) it relates to or is likely to affect—

- (i) any body of which you are a member or in a position of general control or management and to which you are appointed or nominated by your authority;
- (ii) any body—
  - (aa) exercising functions of a public nature;
  - (bb) directed to charitable purposes; or
  - (cc) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union),

of which you are a member or in a position of general control or management;

- (i) any employment or business carried on by you;
  - (ii) any person or body who employs or has appointed you;
  - (iii) any person or body, other than a relevant authority, who has made a payment to you in respect of your election or any expenses incurred by you in carrying out your duties;
  - (iv) any person or body who has a place of business or land in your authority's area, and in whom you have a beneficial interest in a class of securities of that person or body that exceeds the nominal value of £25,000 or one hundredth of the total issued share capital (whichever is the lower);
  - (v) any contract for goods, services or works made between your authority and you or a firm in which you are a partner, a company of which you are a remunerated director, or a person or body of the description specified in paragraph (vi);
  - (vi) the interests of any person from whom you have received a gift or hospitality with an estimated value of at least £25;
  - (vii) any land in your authority's area in which you have a beneficial interest;
  - (viii) any land where the landlord is your authority and you are, or a firm in which you are a partner, a company of which you are a remunerated director, or a person or body of the description specified in paragraph (vi) is, the tenant;
  - (ix) any land in the authority's area for which you have a licence (alone or jointly with others) to occupy for 28 days or longer; or
- (b) a decision in relation to that business might reasonably be regarded as affecting your well-being or financial position or the well-being or financial position of a relevant person to a greater extent than the majority of other council tax payers, ratepayers or inhabitants of the ward, as the case may be, affected by the decision;

(2) In sub-paragraph (1)(b), a relevant person is—

- (a) a member of your family or any person with whom you have a close association; or
- (b) any person or body who employs or has appointed such persons, any firm in which they are a partner, or any company of which they are directors;
- (c) any person or body in whom such persons have a beneficial interest in a class of securities exceeding the nominal value of £25,000; or
- (d) any body of a type described in sub-paragraph (1)(a)(i) or (ii).

**Disclosure of personal interests**

9.—(1) Subject to sub-paragraphs (2) to (7), where you have a personal interest in any business of your authority and you attend a meeting of your authority at which the business is considered, you must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

- (2) Where you have a personal interest in any business of your authority which relates to or is likely to affect a person described in paragraph 8(1)(a)(i) or 8(1)(a)(ii)(aa), you need only disclose to the meeting the existence and nature of that interest when you address the meeting on that business.
- (3) Where you have a personal interest in any business of the authority of the type mentioned in paragraph 8(1)(a)(viii), you need not disclose the nature or existence of that interest to the meeting if the interest was registered more than three years before the date of the meeting.
- (4) Sub-paragraph (1) only applies where you are aware or ought reasonably to be aware of the existence of the personal interest.

- (5) Where you have a personal interest but, by virtue of paragraph 14, sensitive information relating to it is not registered in your authority's register of members' interests, you must indicate to the meeting that you have a personal interest, but need not disclose the sensitive information to the meeting.
- (6) Subject to paragraph 12(1)(b), where you have a personal interest in any business of your authority and you have made an executive decision in relation to that business, you must ensure that any written statement of that decision records the existence and nature of that interest.
- (7) In this paragraph, "executive decision" is to be construed in accordance with any regulations made by the Secretary of State under section 22 of the Local Government Act 2000(d).

### **Prejudicial interest generally**

- 10.—**(1) Subject to sub-paragraph (2), where you have a personal interest in any business of your authority you also have a prejudicial interest in that business where the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.
- (2) You do not have a prejudicial interest in any business of the authority where that business—
- (a) does not affect your financial position or the financial position of a person or body described in paragraph 8;
  - (b) does not relate to the determining of any approval, consent, licence, permission or registration in relation to you or any person or body described in paragraph 8; or
  - (c) relates to the functions of your authority in respect of—
    - (i) housing, where you are a tenant of your authority provided that those functions do not relate particularly to your tenancy or lease;
    - (ii) school meals or school transport and travelling expenses, where you are a parent or guardian of a child in full time education, or are a parent governor of a school, unless it relates particularly to the school which the child attends;
    - (iii) statutory sick pay under Part XI of the Social Security Contributions and Benefits Act 1992, where you are in receipt of, or are entitled to the receipt of, such pay;
    - (iv) an allowance, payment or indemnity given to members;
    - (v) any ceremonial honour given to members; and
    - (vi) setting council tax or a precept under the Local Government Finance Act 1992.

### **Prejudicial interests arising in relation to overview and scrutiny committees**

- 11.—** You also have a prejudicial interest in any business before an overview and scrutiny committee of your authority (or of a sub-committee of such a committee) where—
- (a) that business relates to a decision made (whether implemented or not) or action taken by your authority's executive or another of your authority's committees, sub-committees, joint committees or joint sub-committees; and
  - (b) at the time the decision was made or action was taken, you were a member of the executive, committee, sub-committee, joint committee or joint sub-committee mentioned in paragraph (a) and you were present when that decision was made or action was taken.

### **Effect of prejudicial interests on participation**

- 12.—**(1) Subject to sub-paragraph (2), where you have a prejudicial interest in any business of your authority—
- (a) you must withdraw from the room or chamber where a meeting considering the business is being held—
    - (i) in a case where sub-paragraph (2) applies, immediately after making representations, answering questions or giving evidence;
    - (ii) in any other case, whenever it becomes apparent that the business is being considered at that meeting;

unless you have obtained a dispensation from your authority's standards committee;
  - (b) you must not exercise executive functions in relation to that business; and
  - (c) you must not seek improperly to influence a decision about that business.
- (2) Where you have a prejudicial interest in any business of your authority, you may attend a meeting (including a meeting of the overview and scrutiny committee of your authority or of a sub-committee of such a committee) but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

# REPORT



REPORT OF	MEETING	DATE	ITEM NO
EXECUTIVE MANAGER: STRATEGIC PLANNING & DEVELOPMENT	PLANNING POLICY SCRUTINY COMMITTEE	29 <sup>TH</sup> AUG 2007	3

## DETERMINING PLANNING APPLICATIONS FOR HOUSING

First Interim Housing Policy

### Public/Exempt item

This item is for consideration in the public part of the meeting.

### Summary

This report is made in respect of two matters:

First of all, it considers how Fylde Borough Council should determine planning applications for housing from September 2007. It contains a suggested short policy to be adopted and used as a basis for development control until it is replaced by the main Interim Housing Policy, which is currently in the course of preparation

Secondly, it rehearses the issues raised in the questionnaire which is currently out to consultation until 14<sup>th</sup> September 2007.

### **Recommendation/s**

To refer the draft First Interim Housing Policy, as appended to this report, to the Portfolio Holder for adoption for the purposes of development control;

After adoption, to advertise the document on the Council's website and in the local press;

To ask Members consider the issues identified in the questionnaire for the purposes of an initial debate.

## **Cabinet Portfolio - Development & Regeneration, Councillor R Small**

### **Report**

#### **First Interim Housing Policy**

1. Planning Policy Scrutiny Committee and the Cabinet Portfolio Holder (Development and Regeneration) have recently considered reports regarding an Interim Housing Policy. It is expected that a draft of this policy will be available for public and other consultation in the late autumn (November 2007). A decision has yet to be taken as to whether the draft Interim Housing Policy should be used as a basis for development control during the period of the public consultation, or only when it has been formally adopted i.e. after the results of the consultation have been considered.
2. Irrespective of the decision on the above matter, planning applications for housing will have to be determined before the Interim Housing Policy can be brought into use and this in a time when planning policies are in the course of being changed.
3. The main driver of change is the move away from the housing requirement figures in the Joint Lancashire Structure Plan (JLSP) to those in the (draft) Regional Spatial Strategy (RSS). Officers had taken the view that an effective change in the weight to be attributed to these documents would occur on the publication of the 'proposed changes' to the RSS by the Secretary of State which is expected in the autumn.
4. However, a recent appeal decision in Lancaster (taken by the Secretary of State herself) has indicated that more weight now should be attached to the RSS housing requirement figures than those of the JLSP. If this view is accepted in principle, then effectively the housing restrictions imposed by Policy HL1 of the Fylde Borough Local Plan (as amended) Oct 2005 may be at an end (subject to the final content of the emerging RSS).



5. Recent announcements by the Prime Minister about the importance of building more houses nationally have been supported in a number of planning documents. These include: PPS 3 :Housing (Nov 2006); the Housing Green Paper – ‘Homes for the future: more affordable, more sustainable’ (July 2007) and the advice note on Strategic Housing Land Availability Assessments (July 2007).
6. The central theme of these documents is that Councils need to do more to bring forward suitable sites to achieve faster delivery of housing. Land availability, we are advised, should not be a constraint on the delivery of more high quality homes.
7. Councils now have to maintain a 5 year supply of sites at all times. If the supply falls short of 5 years, then there is a presumption that planning applications should be granted. If not, the Secretary of State may call-in the appeal for determination. The Housing Green Paper states:

*“If a local authority cannot demonstrate that it has an up-to date five year supply of deliverable sites, planning applications for the development of other sites should be considered favourably..... Where councils have not identified enough land, planning inspectors will be more likely to overturn their decisions and give housing applications the go ahead on appeal.....Particularly at this time when Local Development Frameworks (LDFs) are still being prepared, the Secretary of State will not hesitate to use her powers to recover planning appeals and take decisions herself, in order to reinforce PPS3 land supply policies.”*
8. This ‘stick’ approach to housing land supply is to be supplemented by a ‘carrot’ approach whereby ‘planning delivery grant’ will be replaced by a new ‘Housing and Planning Delivery Grant’ which will reward the delivery of both new housing on the ground, and the identification of at least 5 years supply of sites ready for development and the further 10 years supply in Development Plan Documents.
9. In the light of such strong messages from government, and the fact that the Council would not want to restrict house building unnecessarily, it is suggested that the Council should begin to grant planning permissions for housing as soon as possible. So that this can be achieved with a degree of transparency, it is recommended that the following First Interim Housing Policy be operated until a draft of the (main) Interim Housing Policy is adopted.
10. The purpose of the First Interim Policy is to allow the Council to grant relatively minor and sustainable housing applications over the short period of time until the (main) Interim Housing Policy is brought into use. It will provide a transparent basis for applicants, officers and members.

11. The policy does not replace Policy HL1 but would be read alongside it and the other policies of the Local Plan.
12. It has been drafted in a way which acknowledges that the Council is currently consult on the main Interim Housing Policy. It therefore is conservative in its scope since it would be wrong to take decisions now on certain matters (e.g. possibly allowing housing development in the villages or on greenfield sites) before we have the results of the consultation exercise.
13. It is proposed that the policy should restrict new housing development to previously developed sites within the settlements of Lytham St Annes, Blackpool fringes, Freckleton/Warton and Kirkham/Wesham. It includes an upper limit of 9 dwellings. This is because, applications for 10 dwellings or above are classed as major applications. Also, below a threshold of 10 dwellings, there is likely to be no requirement for affordable housing in the main towns (within the main Interim Housing Policy). The national indicative site threshold for affordable housing is 15 dwellings.
14. However, because of the identified very high need for affordable housing in the borough, it is proposed that a financial contribution of £2,250 per dwelling should be made by the applicant towards the facilitation of affordable housing in the borough.
15. Equally, where no provision or inadequate open space provision is made on site (e.g. where flats over shops are proposed within town centres) under the terms of Policy TREC 17, a financial contribution of £2,250 is proposed which will fund improvements to open space or the public realm in the area.
16. The recommended wording of the First Interim Policy is as follows:

**Planning permission for residential development will be granted subject to all the following criteria:**

- i. **The application site is within the settlement boundaries of Lytham St Annes, the urban parts of Blackpool at Squires Gate Lane and Normoss, Kirkham/Wesham or Freckleton/Warton;**
- ii. **The application is made in respect of not more than 9 dwellings and the site does not form part of a larger developable area capable of accommodating more than 9 dwellings; or**

**The application site is within a defined town centre and would provide direct regeneration benefits to that centre;**

- iii. **The application relates to existing buildings and/or previously developed land;**
- iv. **The density is in accordance with the requirements set out in PPS 3: Housing;**
- v. **The application site is not allocated or protected for other purposes by the policies of the Fylde Borough Local Plan (as amended) (Oct 2005);**
- vi. **A financial contribution of £2,250 per dwelling is made towards the facilitation of affordable housing within the borough;**
- vii. **Where under the terms of Policy TREC 17 of the Fylde Borough Local Plan (As Altered) (Oct 2005) no provision (or inadequate provision) of open space is made on the site or the requirement for open space on the site would be less than 0.2 ha, a financial contribution of £2,250 is made in lieu of on-site provision.**
- viii. **The application is acceptable in terms of all other material considerations.**

Main Interim Housing Policy

17. Members are aware that a pre-draft consultation exercise is currently being carried out in respect of the main Interim Housing Policy. A copy of the questionnaire is attached to this report. The consultation exercise runs until 14<sup>th</sup> September and it is hoped that a full report on the results of the consultation exercise can be brought to this Committee on the 23<sup>rd</sup> October. The questionnaire identifies a number of separate but linked issues which will have to be considered in detail by this Committee at the above meeting.

18. Members are invited to consider the issues identified with a view to holding an initial discussion around these matters. Officers will make an oral presentation to initiate the debate.

<b>IMPLICATIONS</b>	
Finance	Income generation from residential planning applications.
Legal	This is an informal interim policy for the guidance of applicants and council officers and members.

Community Safety	None arising directly from the report.
Human Rights and Equalities	None arising directly from the report.
Sustainability	Allowing development only within the urban areas is sustainable.
Health & Safety and Risk Management	None arising directly from the report.

REPORT AUTHOR	TEL	DATE	DOC ID
Tony Donnelly	(01253) 658610	Aug 2007	

LIST OF BACKGROUND PAPERS		
NAME OF DOCUMENT	DATE	WHERE AVAILABLE FOR INSPECTION
Interim Housing Policy File P26		Planning Policy Section, Town Hall, St Annes



Interim Housing Policy

Pre-draft Consultation

Questionnaire

July 2007

## Background

Currently, the release of additional housing land through the granting of planning permissions for housing is significantly restricted because there is a large over-supply of housing land. Policy HL1 of the Fylde Borough Local Plan (As Altered) Oct 2005 is the relevant policy.

As a result of the planned publication of a new Regional Spatial Strategy for the North West by the Government in Spring 2008, it is likely that the amount of housing to be developed within Fylde Borough up to 2021 will be increased. This will mean that by early 2008, the Council will be able to relax the restrictions currently in place, and grant some additional planning permissions for housing. A new policy is required to replace Policy HL1.

The Council is therefore to prepare an Interim Housing Policy which will indicate how the Council will determine planning applications for housing development in the interim period before the Local Development Framework is prepared.

The purpose of the policy will be to inform the wider community, including applicants and developers who may wish to apply for planning permission how the Council is likely to determine planning applications and to provide a basis for the Council to make fair and consistent decisions on planning applications for housing in this interim period.

The scope and approach of the policy is yet to be decided and the responses which are received to the attached questionnaire will help the Council to determine a 'fit for purpose' policy which is supported by the wider community.

The questionnaire raises a number of matters and options in relation to the potential scope of the proposed policy. There may be other matters and options which respondents want to suggest.

The Council would welcome such suggestions so that the widest possible consideration can be given to this important subject.

## Glossary

The questionnaire contains a number of questions of a technical nature. Within the text mention is made of a number of terms which need some clarification for those people who may not have a detailed knowledge of planning processes and procedures.

**Interim Housing Policy:** A non-statutory policy document which will help to guide the Council make decisions on planning applications for housing in the period before the Core Strategy is adopted.

**Core Strategy:** The primary part of the Local Development Framework. The Core Strategy will identify the broad locations throughout the borough where housing (and other) development will take place.

**Local Development Framework:** A new system of 'Local Plans' which is comprised of a number of separate policy documents including the Core Strategy. The Local Development Framework forms the local part of the statutory 'development plan'.

**Local Plan:** All references in the questionnaire to the 'local plan' relate to the Fylde Borough Local Plan (As Altered) which was adopted by the Council in October 2005.

**Regional Spatial Strategy:** A Strategic Planning Policy Document covering the whole of the North West of England. The Regional Spatial Strategy (RSS) indicates (amongst other things) how many new dwellings need to be built in all the local authority areas of the North West. The Regional Spatial Strategy forms the regional part of the statutory 'development plan'. A new draft Regional Spatial Strategy has been prepared and should be finalised early in 2008. The time period of the draft RSS is 2003 – 2021.

**Key Service Centres:** Towns identified in the Regional Spatial Strategy which act as service and transport centres for surrounding villages and rural areas, in which new development should be concentrated.

**Settlement Boundaries:** The boundary of towns and villages as shown on the Proposals Map of the Local Plan. Settlement Boundaries mark the extent of the towns and villages and their boundaries with the 'countryside areas'.

**Previously**

**Developed Land:** Land that is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure. The definition covers the curtilage of the development, including private gardens.

**Greenfield Land:** Land that has not been previously developed.

**Urban Extensions:** A planned extension of a town or village normally on a greenfield site.

**Sustainable**

**(Development):** Development which meets the need of the present without compromising the ability of future generations to meet their own needs.

**Strategic Housing**

**Market Assessment:** An evidence based assessment of the local housing market that identifies the level of housing demand and need so that the right number of dwellings of the right size and type can be provided through the planning system.

**Strategic Housing Land**

**Availability Assessment:** An evidence based assessment of the level of housing that could be provided by identifying buildings or areas of land that have development potential for housing.

**Countryside Area:** A planning designation covering most of the areas of the borough outside the settlement boundaries in which development is restricted.

**Green Belt:** Parts of the Countryside Area where the development of land is particularly tightly controlled to prevent neighbouring towns from merging.



Plan-led System: The principle that policies on the development of land are made within the development plan, and that decisions on planning applications are generally made in accordance with the development plan.

Planning Policy  
Statement 3 (PPS3)  
Housing

Planning Policy Statements set out the Government's national policies on aspects of planning in England. PPS3: Housing sets out the national planning policy framework for delivering the Government's housing objectives.

Housing Requirement: The number of new dwellings to be built in the Local Planning Authority's area, as defined in the Regional Spatial Strategy.

Five Year Housing  
Requirement:

The number of new dwellings to be built over the next five year period.

Housing Supply:

The number of dwellings for which planning permission has already been granted and which are likely to come forward for development over the next five year period.

Housing Density:

The average number of dwellings built per hectare usually expressed as x dph (dwellings per hectare) .

Code For Sustainable  
Homes:

A set of Code Standards for key elements of the design and construction which affect the sustainability of a new home. The standards are defined in six levels. Level six reflects the 'carbon zero home'.

Lifetime Home  
Standards:

A set of sixteen design features that ensure that a new dwelling will meet the needs of most households. The design features increase the accessibility and adaptability of dwellings which will help people to stay longer in their own homes as they get older.

Building Regulations:

A set of national regulations published by the Department of Communities and Local Government

covering the construction of most new buildings and many alterations to buildings. They cover the structure of buildings, fire safety, sound insulation, drainage, ventilation, electrical safety, energy efficiency and accessibility.

**Affordable Housing:** Housing which is provided at below market costs to specified eligible households who are unable to access housing through the open market.

**Market Housing:** Private housing for rent or for sale, where the price is set on the open market.

**Housing Needs Survey:** A evidence based assessment that establishes the needs of the community for affordable housing in terms of the tenure, number and size of dwellings required.

Please return by 5.00pm on Friday 14<sup>th</sup> September 2007.

- Complete all sections using black ink (or type)
- Return this form and questionnaire to Sally Thompson, Planning Policy, Town Hall, Lytham St. Annes, to arrive no later than Friday 14<sup>th</sup> September 2007.

Response Type:

Personal Details:	
Contact Name:	
Organisation:	
Address:	
Post Code:	
E-Mail:	
Tel:	Fax:

Agent (if appropriate)	
Contact Name:	
Organisation:	
Address:	
Post Code:	
Email:	
Tel:	Fax:

Completed questionnaires should be sent to Sally Thompson, Planning Policy Section, Town Hall, Lytham St. Annes, FY8 1LW before 5pm on Friday 14<sup>th</sup> September 2007.

Alternatively electronic copies can be e-mailed to [sallyt@fylde.gov.uk](mailto:sallyt@fylde.gov.uk).

## Questionnaire

### Matter 1:

Should the Interim Housing Policy allow new housing development only in Lytham/St Annes and Kirkham/Wesham (as does Policy HL1 of the Local Plan) or should it apply to other smaller settlements?

The following options are suggested:

**Option 1:** Allow the development of new housing only in Lytham St Annes and Kirkham/Wesham and the urban parts of Fylde Borough adjacent to the Blackpool boundary at Squires Gate Lane and Normoss.

*Lytham/St Annes and Kirkham/Wesham are identified as Key Service Centres in the draft Regional Spatial Strategy. It is envisaged that most development will be within these centres.*

**Option 2:** Allow the development of housing additionally (to the above) in Freckleton/Warton.

*Freckleton and Warton are not defined as Key Service Centres in draft Regional Spatial Strategy but on the other hand may hold some sustainable development opportunities for housing that would provide for local needs.*

**Option 3:** Allow the development of housing additionally (to both the above) in the rural villages of Wrea Green, Elswick, Newton, Clifton, Staining, Little Eccleston, Treales, Weeton, Wharles and Singleton.

*The rural villages are not defined as Key Service Centres in draft RSS but may hold modest sustainable development opportunities for housing that would provide for local needs.*

**Option 4: You may wish to suggest an alternative policy approach.**

Please place a tick in the ‘option box’ you think most appropriate and say why you have selected this option in the interests of the wider community.

Option 1	Option 2	Option 3	Option 4
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have ticked Option 4 please describe your alternative approach below and say why this would be preferable in the interests of sustainable development and the wider community:

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**Matter 2:**

**Should the policy restrict development opportunities to land within the existing settlement boundaries (mainly previously developed land), or should it allow the development of other land (mainly greenfield land) outside but adjacent to existing settlements (i.e. urban extensions)?**

The following options are suggested:

**Option 1: Allow housing development only on sustainable previously developed sites within the settlement boundaries.**

*A key objective of PPS 3: Housing is that local planning authorities should continue to make effective use of previously developed land in sustainable locations.*

*The benefits of restricting housing land releases to previously developed sites within settlements are that these would be more sustainable (on the whole) less contentious and would leave the big decisions on greenfield urban extensions to be decided in the Core Strategy.*

*The disbenefits are that insufficient previously developed sites may come forward to meet housing targets, and that flat developments may continue to predominate on smaller sites.*

**Option 2:** Allow housing development on sustainable previously developed and greenfield sites within the existing settlement boundaries.

*There are very few greenfield sites within settlements, but the development of those that still do exist could harm the setting, character or visual amenities of the town or village.*

**Option 3:** Allow housing development mainly on sustainable previously developed and greenfield sites within the existing settlement boundaries. But, exceptionally, allow housing development on greenfield sites outside the settlement boundaries (greenfield urban extensions) where the applicant can demonstrate by clear evidence that the release of a greenfield site as a sustainable urban extension is necessary and timely in the public interest, having regard to all relevant considerations including the results of the Strategic Housing Market Assessment and the Strategic Housing Land Availability Assessment.

*At the level of house-building envisaged by the draft Regional Spatial Strategy, it is likely that a significant amount of housing will have to take place on greenfield sites outside the current settlement boundaries at some stage before 2021.*

*However, it is one of the primary functions of the Core Strategy to indicate generally where such housing land releases are to be made thus allowing the most sustainable greenfield sites to be developed having regard to a full examination of all the options, formal sustainability appraisal of competing sites, and widespread public consultation.*

*Releasing greenfield urban extensions through planning applications would not have this advantage.*

**Option 4:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach below and say why this would be preferable in the interests of sustainable development and the wider community:

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**Matter 3:**

**Should the policy allow housing development on land designated for other purposes or protected by policies in the Local Plan?**

The following options are suggested:

**Option 1:** Allow housing development only on sites which are not allocated/protected for other purposes in the Local Plan.

*This approach would allow the Interim Housing Policy to be read alongside the policies of the Local Plan in a complementary way.*

**Option 2:** Allow housing development on sites, even if they are allocated/protected for other purposes in the Local Plan.

*It may well be perverse to have a non-statutory Interim Housing Policy which contradicted and sought to override the existing statutory policies of the Local Plan. Such an approach could be said to be extending the scope and function of the Interim Housing Policy beyond its necessary and immediate purpose.*

*This matter also has implications for the options in Matter 2 since the granting of planning permissions on greenfield sites outside the settlement boundaries would involve development in Countryside or Green Belt areas and as such would contradict Policies of the Local Plan.*

**Option3: You may wish to suggest an alternative policy approach.**

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

If you have ticked Option 3 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community:

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**Matter 4:**

**Should the policy identify a maximum size of site which could be released for housing development?**

The following options are suggested:

**Option 1: Have no upper size limit.**

*Arguments in favour of having no upper limit on the size of a site, would include the fact that if the site was sustainable and appropriate in all other respects, there may be no reason to prohibit its development since it would help to meet the need/demand for additional housing in the borough.*

**Option 2: Have an upper size limit of (say) 100 dwellings or 2Ha.**

Arguments in favour of having an upper size limit would include the fact that releases of large sites through the planning application procedure would undermine the plan-led system and the purpose of preparing a Core Strategy.



**Option 3:** Have an upper size limit as above, but subject to a provision to allow larger sites providing that a truly mixed development scheme is proposed involving other land uses such as employment development.

If a large sustainable site came forward, there may well be an argument in favour of seeking to achieve a mixed development (e.g. housing and employment uses) in line with the broad objectives of Government and RSS policy.

**Option 4:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 5:**

**Should the policy incorporate a managed release approach to housing land?**

The following options are suggested:

**Option 1:** Grant additional planning permissions for housing irrespective of the prevailing level of planning permissions for housing.

One of the matters given prominence by PPS 3: Housing is the need for Councils to maintain a continuous five year supply of deliverable housing land. It indicates that where local planning authorities cannot demonstrate an up-to-date five year supply of

deliverable housing sites, they should consider favourably planning applications for housing, having regard to the policies in PPS3.

In the current situation where annual housing completions have been much lower than anticipated in the draft Regional Spatial Strategy, there may be a reasonable argument to grant additional planning permissions, irrespective of the prevailing supply of planning permissions, in order to help increase the current building rate.

- Option 2:** Grant additional planning permissions for housing sites only if there was less than a 7 years supply of planning permissions for housing (or some other reasonable period). (The inference would be that planning permission would be refused if there was over 7 years supply of housing land).

*The purpose of managed release mechanism would be to ensure that neither too little nor too much housing land is made available in any given period, having regard to the overall housing requirement contained in the Regional Spatial Strategy (306 dwelling per year) and other material considerations.*

*A five year supply should represent the minimum housing land supply which the Council should seek to have available at all times, for the purposes of this policy.*

*However, one of the main factors which argues in favour of having a maximum housing supply limit is if too many sites are granted planning permission in the interim, the ability of the Council and the community to select the most sustainable sites through the Local Development Framework process would be significantly undermined.*

- Option 3:** Grant additional planning permissions for housing on sustainable previously developed sites, irrespective of the level of housing planning permissions, but only grant planning permission on greenfield sites where there is less than a 7 years supply of housing land.

*This hybrid approach would favour the development of previously developed sites over greenfield sites but without a complete restriction on the latter.*

**Option 4: You may wish to suggest an alternative policy approach.**

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 6:**

**Is the Council's approach to the five year housing requirement and supply calculations fit for purpose having regard to the advice in PPS3? (See Appendix 1)**

The following options are suggested:

**Option 1: The five year housing requirement and supply positions have been calculated in a way that is in accordance with PPS 3 and represent an acceptable basis for policy purposes.**

The five year housing 'requirement' figure is calculated in a way which takes into account the fact that too few dwellings have been built in the first four years of the RSS period (2003/04 – 2006/07). The method seeks to increase the rate of housing development over the rest of the period to make up for this. The five year requirement is calculated at 1705 dwellings.

The supply of housing sites is made up of two elements. Firstly, those dwellings with planning permission on large sites (0.4 ha or more) which are considered deliverable. Secondly, a small sites allowance which is calculated at 50% of the actual number of dwellings which have been developed on small sites in the three

years 2003/04 – 2006/07. Calculating the allowance at 50% of the recent rate of development has been done in order not to over-estimate this as a source of supply.

- Option 2:** The five year housing supply position has been wrongly calculated in a way that under-estimates the true position.
- Option 3:** The five year housing supply position has been wrongly calculated in a way that over-estimates the true position.
- Option 4:** You may wish to suggest an alternative way of calculating housing requirement and supply positions, having regard to PPS 3: Housing.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option.

Option 1	Option 2	Option 3	Option 4
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable:

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**Matter 7:**

**Should the policy identify a range of housing densities to be implemented in different locations within the Borough?**

The following options are suggested:

- Option 1:** Include no housing density provisions in the Interim Housing Policy but rely on the density provisions within PPS 3: Housing and the draft Regional Spatial Strategy.

*PPS 3: Housing indicates that 30 dwellings per hectare should be used as a national indicative minimum density.*

*The draft Regional Spatial Strategy is recommended to contain a density policy advocating a normal minimum density of 30 dph, a minimum of 40dph in urban areas and higher densities where the development is within walking distance of public transport.*

**Option 2:** Include more a detailed density policy, indicating circumstances where higher or lower densities will be sought.

In recent years much higher densities have been achieved on some sites for flat development in and around St Annes. The potential exists to have higher density development if more flats are to be developed in the future. However, since the density figures indicated in Option 1 are indicated as minimum densities, reliance on these would not preclude development at higher densities in appropriate situations.

**Option 3:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

If you have ticked Option 3 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 8:**

**Should the policy deal only with housing numbers or should it attempt to consider the types and sizes of housing needed by the community?**

The following options are suggested:

**Option 1:** Indicate in the policy that in all planning applications the proposed mix of housing types and sizes should be informed by the Strategic Housing Market Assessment.

*Part of the Government's key housing policy goal is to achieve a wide choice of high quality housing, to address the needs of the community.*

*The Council is in the course of commissioning a Strategic Housing Market Assessment. This will help to inform developers and the Council of the particular types and sizes of housing needed by the community.*

**Option 2:** Indicate in the policy that only in larger planning applications (15 dwellings or over) would the proposed mix of housing types and sizes be informed by the Strategic Housing Market Assessment. Housing applications of 15 dwellings or less would be left to the developer to decide the housing mix.

*This option may be the most pragmatic option since on planning applications for small numbers of dwellings, the contribution to the overall housing mix would be negligible.*

**Option 3:** Indicate in the policy that the market (developers) should decide the types and sizes of houses required in all planning applications, since they have the best knowledge of what will sell.

*This option would be in conflict with government policy. Developers would tend to build the mix of housing that would produce the highest financial return rather than the mix needed by the community.*

**Option 4:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 9:**

**Should the policy be concerned with the sustainability of proposed new homes?**

The following options are suggested:

**Option 1:** Indicate that the Council will negotiate towards the highest levels of sustainability defined in the 'Code for Sustainable Homes' (Level 6 Zero Carbon Home).

*Draft Regional Spatial Strategy Policy L4: 'Regional Housing Provision' requires local authorities to ensure that all new homes are built to 'Lifetime Home Standards' and the 'Code for Sustainable Homes' standard. (The former standards are now subsumed within the latter).  
These standards go further than Building Regulations in their requirements for sustainable homes but signal the way forward for mandatory requirements in the future. The government is looking to the planning process to advance the cause of sustainable home building in order to minimise the emissions of greenhouse gasses and the effect on climate change and to ensure that people can stay in their homes longer as they get older.*

*This option would promote the highest standards of sustainability.*

**Option 2:** Indicate that the Council will require Level 3 in the 'Code for Sustainable Homes' prior to 2010 and Level 5 from 2010.

*This option would promote more modest levels of sustainability but would be more than the requirements of the Building Regulations.*

**Option 3:** Include no provisions on the construction of sustainable homes within the policy on the basis that these matters are better addressed through the statutory building regulation process.

*This option would not promote sustainability or accessibility through the planning process. It would be in conflict with government objectives and Policy L4 of the draft Regional Spatial Strategy.*

**Option 4:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 10:**

**How will the sustainability credentials of a site be judged?**

The following options are suggested:

**Option1:** Identify no sustainability criteria in the policy.

If the policy were to only permit sites within the defined urban settlement limits (see Matter 2) all sites are likely to be reasonably sustainable by reason of their location close to work,



services and facilities. In these circumstances, there may be no need to identify additional sustainability criteria.

**Option 2: Identify within the policy a range of sustainability criteria against which applications would be judged.**

Alternatively the policy could identify sustainability criteria against which to consider individual application proposals. This may help to maintain a minimum standard of site and distinguish the most sustainable sites in circumstances where competing sites come forward at the same time.

**Option 3: Identify within the policy a dual process whereby small applications were dealt with under Options 1 or 2; and where large applications (10 dwellings or more) were subject to the developer undertaking sustainability appraisal.**

The release of new large housing sites through the Local Development Framework process would be subject to formal sustainability appraisal in order to identify the most sustainable candidates.

Given that this cannot happen through the planning application process, Option 3 would require the developer to justify the sustainability of large sites proposed for housing development.

**Option 4: You may wish to suggest an alternative policy approach.**

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 11:**

**In what circumstances should affordable housing be sought?**

The following options are suggested:

**Option 1: Only seek affordable housing on housing planning application sites of 15 dwellings or more.**

PPS 3: Housing identifies a national indicative minimum site size threshold of 15 dwellings below which the Council would not attempt to negotiate an element of affordable housing.

**Option 2: Only seek affordable housing on housing planning application sites of 10 dwellings or more.**

The Council is entitled to set lower minimum thresholds, in the light of local circumstances, where these would be viable and practicable.

In view of the very high need for affordable housing within the Borough, there may be justification for reducing the 'indicative' threshold and seeking affordable housing on all sites of 10 dwellings or more.

**Option 3: Adopt a range of lower site thresholds with commensurate lower requirements. See Matter 12 below.**

PPS 3: Housing also indicates that it is possible to set different proportions of affordable housing to be sought depending on the site-size thresholds adopted. This approach could be considered to be unduly complicated but could deliver additional numbers of affordable dwellings.

**Option 4: You may wish to suggest an alternative policy approach.**

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 12:**

**What proportion of affordable housing should be sought?**

The following options are suggested:

**Option1:** Indicate in the Policy that the Council will negotiate towards a maximum provision rate of 40% affordable housing on all sites above the agreed threshold.

Fordham Research is in the process of completing an up-date of the 2002 Housing Needs Survey. This is likely to show that there continues to be a very significant need for affordable housing within the borough (over 500 affordable dwellings per year needed).

It would be a reasonable approach to try to secure a proportion of affordable housing that would maximise provision without making the development scheme unviable (in which case no market or affordable housing would be achieved).

Two recent private sector housing schemes at Wesham have within included 40% affordable housing elements, as well as other elements of planning gain. This shows that 40% is achievable the borough.

**Option 2:** Indicate in the policy that the Council will negotiate towards a maximum provision rate of 40% affordable housing on all sites 15 dwellings and over; and 30% on sites between 10 and 14 dwellings.

*This option provides a differentiation between large and more modest sized sites to reflect economies of scale.*

**Option 3:** Indicate in the policy that the Council will negotiate towards a maximum rate of 50% affordable housing on all green field sites but with lower rates on previously developed sites.

It may be expedient to seek a lower proportion of affordable housing on smaller previously developed sites and a higher proportion on greenfield sites. This could help to encourage the development of previously developed sites in preference to greenfield sites.

**Option 4:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 13:**

**Should the provision of affordable housing always be made on the application site?**

The following options are suggested:

**Option 1:** Indicate in the policy that on-site provision must be made in all cases.

PPS 3; Housing indicates that the presumption is that affordable housing will be provided on the application site so that it

contributes towards creating a mix of housing and furthers the objective of social inclusion.

**Option 2:** Indicate in the policy that on-site provision must be the priority but off-site provision of new dwellings may be made where on-site provision is not possible or desirable.

*This approach would allow some flexibility to accommodate a situation where it may not be possible or desirable to accommodate affordable housing on the primary development site.*

**Option 3:** Indicate that on-site and off-site provision would be sequentially preferable but that payment in lieu of provision may be made where both on and off-site provision is not possible or desirable, providing that the sum provided is sufficient to build the required number of dwellings taking into account all related costs.

This approach would allow a financial contribution in lieu of on or off-site provision (only as a third option) as long as it contributed to the creation of mixed communities.

**Option 4:** You may wish to suggest an alternative policy approach.

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

**Option 1**

**Option 2**

**Option 3**

**Option 4**

If you have ticked Option 4 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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**Matter 14:**

**Should the Policy indicate what infrastructure provision the housing developers will be asked to contribute to when new housing schemes are developed?**

The following options are suggested:

**Option 1:** Indicate that the Policy will give the highest priority to the provision of necessary infrastructure e.g. open space, road improvements, public transport improvements, improvements to town centres and schools etc.

*In any newly proposed development, it is now considered that the cost of additional infrastructure required as a result of the development should not always fall on the public purse, but should be paid for by the development. The seeking of elements of necessary infrastructure therefore will need to be sought from the developer.*

**Option 2:** Indicate that the Policy should give the highest priority to the provision of affordable housing.

*An alternative view is that the very significant need for affordable housing should be given priority over the types of infrastructure identified above.*

**Option 3:** Indicate that the Policy will try to reconcile all the needs identified in Options 1 and 2 depending on the circumstances.

*There may be a balance to be struck between the amount of affordable housing and infrastructure sought in respect of any proposed development.*

*In particular there is a need not to stifle house-building by making it uneconomic. This would undermine the intention to provide sufficient new market and affordable homes to meet local requirements.*

**Option 4:** Indicate that the policy will introduce a tariff approach to planning gain i.e. the developer pays a set amount per dwelling to cover some types of infrastructure (excluding affordable housing).

*This approach would be much simpler to implement. It would also give more certainty to house builders and developers since they*

*would know in advance the cost of investing in necessary infrastructure.*

**Option 5: You may wish to suggest an alternative policy approach.**

Please place a tick in the 'option box' you think most appropriate and say why you have selected this option in the interests of sustainable development and the wider community.

Option 1	Option 2	Option 3	Option 4	Option 5
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have ticked Option 5 please describe your alternative approach and say why this would be preferable in the interests of sustainable development and the wider community.

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## Housing Land Requirement and Supply

### Based on Housing Figures for Fylde Borough Contained in the Submitted Draft Regional Spatial Strategy (RSS) for the North West of England Policy L4 (Table 9.1)

#### Housing Requirement

	Dwellings
Draft RSS housing requirement 2003 - 2021	5,500
Housing completions 2003/04 – 2006/07	725
Draft RSS housing requirement 2007/08 – 2020/21 5,500 - 725	4,775
Average annual requirement over next 14 years 4,775 / 14	341
Five year requirement 341 x 5	1705

#### Housing Supply

	Dwellings
Dwellings under construction on deliverable large <sup>1</sup> sites	848
Planning permissions on deliverable large sites	107
Small sites allowance 5 x 39*	195
Total	1150**

\* 39 dwellings pa is calculated at 50% of actual arisings on small sites 2003/04 – 2006/07.

\*\* Equivalent to 3.4 years supply @ 341 dwellings per year.

<sup>1</sup> Large sites have a site area of 0.4Ha, or more.



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