



APPENDIX A – DIARY OF STANDISH NEIGHBOURHOOD PLAN PREPARATION

Please note: Monthly committee meetings (monthly) have been held since Standish Voice was created in 2014, and more recently frequent policy sub-group meetings have been held when required. Meeting minutes and newsletters have been documented and issued. Furthermore, regular meetings with Wigan Council have been undertaken in conjunction with the development of the Neighbourhood Plan. Standish Voice has also held frequent sub-group meetings to provide responses to various planning applications proposed for the village.

Date	Key Event	Relevant Outcome
July 2014	Standish Voice was set up at a public meeting.	-
2014	Standish Voice Facebook, Twitter and website (www.standishvoice.co.uk) pages were set up.	-
November 2014	Local primary schools were asked for children’s ideas and opinions about the future of the village.	-
4 December 2014	Attendance at Neighbourhood Planning Masterclass run by Locality and The Planning Advisory Service in Lancaster.	-
9 December 2014	Committee Workshop	Discussion of all key issues within Standish in relation to transport and infrastructure, business and retail, environment, housing. Discussion of membership, community engagement, commination and events.
February 2015	Initial Locality Grant of £1000 received.	-
February / March 2015 (deadline 26 March 2015)	Consultation to seek approval of Neighbourhood Forum and Area (with the Coal Authority, Natural England, United Utilities, Environment Agency).	Comments supportive. Ensure all comments are considered in NP.

Date	Key Event	Relevant Outcome
21 March 2015	Committee training day with Planning Aid.	Overview of process and legislation, production of project plan.
18 April 2015	Committee training day with Planning Aid.	Community engagement and developing the plan. Update on project plan.
8 May 2015	Meeting with Wigan Council	To agree statistical evidence base required.
9 May 2015	Library event – Standish Voice stand and initial consultation.	Asked the public 3 questions and collated responses (the exercise was an initial road test of some of the consultation questions to be produced for the wider consultation).
19 May 2015	Formal designation of Standish Voice as a Neighbourhood Forum (went to Wigan Council Cabinet Meeting on 14 May 2015).	-
June 2015	Additional £3,250 of Locality funding agreed.	-
13 June 2015 to 31 July 2015	Consultation – questionnaires.	Questionnaires were delivered / issued to houses, schools, business etc, via Facebook, leaflets, interviews, Local Life magazine.
July 2015	Meeting with Wigan Council in relation to improvement to cycle and foot paths.	Progress made to make improvements, e.g. to the Line.
July 2015	Standish Voice Values agreed at committee meeting.	-
July 2015	Business consultation event (meeting and delivery of leaflets).	Asked specific questions for businesses and how they would

Date	Key Event	Relevant Outcome
		like to see Standish developed / maintained.
6 September 2015	Dog show event, with Standish Voice attending and assisting.	Informed the public of headline consultation findings / survey analysis.
September 2015	Letter to SoS in relation to planning appeals.	This was due to the disappointment at decisions concerning certain planning application appeals, and the number of houses proposed in Standish.
17 October 2015	Session with Planning Aid for training on policy writing	-
20 October 2015	Mike Worden of Wigan Council attended the monthly committee meeting to answer questions, particularly in relation to the emerging Allocations Plan.	-
October 2015	Submission of assets of community value list to Wigan Council for approval.	-
3 November and 21 November 2015	Workshops with Planning Aid in relation to theme identification.	-
November 2015	Attendance at Locality Liverpool Annual Conference.	-
November 2015	Comments on Wigan Council allocations plan submitted.	-
24 November 2015	AGM	Second AGM of Standish Voice. Update of 2015 events and funding. All committee members kept current positions. Agreed vision and objectives.
December 2015	Submission of Standish Voice views to the Wigan Council Open Space Sport and Recreation Provision and Needs Assessment.	-

Date	Key Event	Relevant Outcome
December 2015	Meeting with Wigan Council to discuss comments on the Allocations Plan.	-
First week of January 2016	Car park petition launched.	This was to gauge opinions from the community as to the current parking situation within Standish.
18 January 2016	Meeting to discuss parking survey and petition.	Discussed results and potential options for increased and improved car parking.
25 January 2016	First Christmas Markets sub-group meeting.	-
28 January 2016	The deal in action - Q and A session with Wigan Council. Brief summary of work to date given to Wigan Council. Car parking report and survey results presented to Wigan Council.	SLA Signed. Parking commitments agreed by Wigan Council. Agreement of developer contributions towards work on The Line (improvements).
January 2016	12 point parking plan signed by Wigan Council	-
January 2016	Assets of Community value adopted by Wigan Council.	-
13 February 2016	Workshop to discuss next stages and writing the plan.	-
29 January 2016	Service Level Agreement signed by Wigan Council.	-
February 2016	Received draft AECOM Standish Housing Needs Assessment.	-
1 March 2016	Workshop with Wigan Council to update them with progress.	Presentation delivered by Gill and Paul to senior Wigan Council contacts, to ensure their ongoing support.
5 March 2016	Workshop to discuss policies and sub-groups.	Sub-groups agreed for each policy section, along with their terms of reference.

Date	Key Event	Relevant Outcome
March 2016	Additional assets of community value added and submitted for approval to Wigan Council.	-
3 April 2016	Standish Voice submitted objection to proposals to end the direct trains from Gathurst and Appley Bridge to Manchester.	-
9 April 2016	Workshop to discuss sub-group work so far.	Discussed work undertaken and to be undertaken. Each lead ran through policy ideas so far.
17 May 2016	Workshop – discussing policy progression.	-
May 2016	Meeting between Standish Voice and inspiring healthy lifestyles teams.	Agreed they would help in construction of the Neighbourhood Plan.
May 2016	Standish Voice asked by Wigan Council to organise the community to be involved in naming the new street names in specific housing developments within Standish.	-
May 2016	Wigan Council 'Standish Community Fund' issued £4,000 of grants to local communities. Standish Voice were allocated £150 to put up bird, bee and bat boxes, and Incredible Edible Standish won £1,000.	-
May 2016	Standish Voice joined campaign to oppose Arriva North rail company's proposed axe of through trains along the Southport line to some Manchester stations.	Campaign was taken up by Wigan Council. As a result, some services are being maintained.
13 May 2016	Fashion show held to raise funds for the Christmas market.	-
28 June 2016	Attendance at anti-fracking pressure group (FRACK FREE WIGAN) public meeting.	It was agreed that no decision on the Standish Voice opinion on fracking will be made until potential fracking sites are

Date	Key Event	Relevant Outcome
		sought within the Neighbourhood Area. It was agreed that wide-ranging consultation would be required if such a site was proposed.
June 2016	Received final Housing Needs Assessment from Aecom.	-
June 2016	Application made for Locality funding for the required masterplan work by Aecom.	-
September 2016	Submission of Standish Voice views on the Greater Manchester blueprint for transport.	-
9 September 2016	Second fashion show for Christmas market funding at unity club	-
24 September 2016	Workshop for Neighbourhood Plan progression – policy work.	Action Plan produced together with an overview for the plan. In addition the NP Vision and Objectives drafted.
5 October 2016	Workshop for Plan progression – mainly policy work.	-
24 October 2016	Workshop – draft Plan presentation.	-
November 2016	Whiskey tasting night to raise funds for the Christmas markets.	-
1 November 2016	Committee meeting	Discussed vision and objectives for NP. Also agreed leaflet wording (to update community of the NP) which was to go on the back of the Christmas Market leaflet.
14 November 2016	AGM.	Third AGM of Standish Voice. Update of 2016 events and funding. All committee

Date	Key Event	Relevant Outcome
		members kept current positions and 1 new member added.
November 2016	Agreed key issues for inclusion in the NP. These to be distributed at the Christmas Market.	-
3 December 2016	Christmas markets held within Standish, organised by Standish Voice. Included local school choirs, Christmas stalls, a giant snow globe, a mulled wine tent, amongst other activities.	Huge success with extensive community support and encouragement. Raised £7,300.
3 December 2016	Consultation on Vision and Objectives of Plan at Christmas Market.	-
December 2016	Standish Voice input to the Greater Manchester Spatial Framework consultation, specifically in relation to protection and increase of green belt around Standish.	-
14 January 2017	Workshop, specifically on policy development.	-
January 2017	Receipt of Standish Village Masterplan (Aecom, December 2016).	Key aims of this was to prepare a masterplan of the village centre, assess the relationship of different land uses and identify improvements to enhance the environment for people living and working in the area.
4 February 2017	Workshop to cover planning policy checklist and progress.	-
March 2017 (until June)	'The Rec' public consultation. Voting on options (1: community park and car park, 2: community park, and 3: leave as it is).	Majority voted for option 1. However this has generated significant issues with some groups of the community. All responses have been

Date	Key Event	Relevant Outcome
		considered when drafting the NP.
11 March 2017	Workshop – update on the rec consultation, process for Neighbourhood Plan, state of the draft Plan, action plan for completion, planning the regulation 14 consultation.	-
25 March 2017	Workshop to discuss Regulation 14 consultation.	-
22 April 2017	Committee meeting to discuss policies and the Southlands Rec consultation.	-
April 2017	Question and Answer session conducted on Facebook about the Southlands Rec consultation.	-
April 2017	Meeting with Transport for Greater Manchester to discuss the potential for re-opening the railway station in Standish.	Potential in the long-term future, but not the NP period.
May 2017	Statement issued to community from Standish Voice in relation to the Southlands Rec consultation, to demonstrate a fair and robust survey.	-
May 2017	Code of Conduct issued for Standish Voice meetings to avoid the egregious behaviour carried out at previous meetings.	-
Mid-May to June 2017	Follow up consultation to determine what the community thought a park on Southlands Rec should contain.	-
16 June 2017	Fashion Show to raise funds for Standish Voice.	-
17 June 2017 (offer granted and accepted on 18 th July)	Application submitted for Locality funding for April to October 2017 period.	-
1 July 2017	Workshop to discuss the Rec consultation and potential policy.	-
4 July 2017	Workshop to discuss draft policies.	-
19 July 2017	Workshop to discuss policies	-
25 July 2017	Workshop to finalise the policies map for the NP.	-
July 2017	Revised Aecom Village Masterplan	-

Date	Key Event	Relevant Outcome
4 August 2017	Meeting with Wigan Council to issue proposed increased village centre boundary.	-
5 September 2017	Workshop to finalise policies	-
19 September 2017	Committee meeting to discuss planning applications, progress on the NP and the forthcoming community events such as the Christmas Market.	-
September 2017	Publication of leaflet to community outlining the forthcoming Regulation 14 consultation.	-
September 2017	All 12 ward councillors invited to meeting with SV prior to the launch of the consultation in order to address any queries.	-
29 September 2017 (for 6 weeks)	Regulation 14 Consultation (public consultation of the draft Neighbourhood Plan) This includes drop in sessions and availability on the SV website and in the Standish Library.	-
7 October 2017	Draft Standish Neighbourhood Plan drop-in session at Standish Library.	Approx 40 attendees
14 October 2017	Handing out consultation leaflets outside Co-op and answering questions from the public.	-
17 October 2017	At this monthly meeting, David Kearsley (Principle Planning Officer at Wigan Council) attended.	David set out his role on the Standish NP.
21 October 2017	Draft Standish Neighbourhood Plan drop-in session at Standish Library.	Approx 50 attendees
28 October 2017	Handing out consultation leaflets outside Co-op and answering questions from the public	-
4 November 2017	Draft Standish Neighbourhood Plan drop-in session at Standish Library.	Approx 40 attendees
11 November 2017	Committee Meeting – plan progression	-
15 November 2017	AGM	-
2 December 2017	Second Christmas Market event.	-
18 January 2018	Committee Meeting	Discussion of consultation results.
5 May 2018	Committee Meeting to formally agree the plan prior to the EGM.	-



Date	Key Event	Relevant Outcome
9 May 2018	Submission of final Neighbourhood Plan to the community in advance of the EGM.	-
23 May 2018	Extraordinary General Meeting	Members voted to agree the Final Draft Plan and to send the document to Wigan Council for the next round of consultation in its journey to adoption.
Autumn / Winter 2018	Submission of Final NP to Wigan Council.	-
Autumn / Winter 2018 (subject to change)	6 week public consultation on the NP by Wigan Council.	-
Winter / Spring 2018 (subject to change)	Examination of NP.	-
Spring 2018 (subject to change)	Referendum on the NP, aiming to adopt it.	-
1 December 2018	Third Christmas Market	-



APPENDIX B – EXTERNALLY COMMISSIONED REPORTS (VILLAGE MASTERPLAN, TECHNICAL FACILITATION REPORT (HOUSING) AND HOUSING NEEDS ASSESSMENT)

Standish Village Masterplan (Aecom, July 2017)

Standish Technical Facilitation – Housing Evidence and Policy (Aecom, 2016)

Standish Housing Needs Assessment (Aecom, 2016)



STANDISH VILLAGE MASTERPLAN

Revised July 2017

AECOM

locality
Communities ambitious for change

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Project Role	Name	Position	Actions Summary	Signature	Date
Researcher	Chris Cox	Graduate Landscape Architect			06.01.17
Project Manager/ Technical Specialist	Tom Jonson	Associate Landscape Architect			06.01.17
Director / QA	Simon Dowse	Technical Director			06.01.17
Qualifying Body	Standish Neighbourhood Forum	Member		Paul Ogden	06.01.17
Project Coordinator	Ben Castell	Technical Director		BC	06.01.17





INTRODUCTION

Through the Department of Communities and Local Government Neighbourhood Planning Programme AECOM has been commissioned to assist the Standish Neighbourhood Forum to undertake an analysis of the Standish Village Centre in order to prepare a masterplan of the village centre, assess the relationship of different land uses within the village as well as identifying improvements that would enhance the environment for people living and working in the area.

Standish is a large village in Greater Manchester which is centred around the crossroads where the High Street (A49), Market Street (B5239), School Lane (A5209) and Preston Road all converge. The A49 Road connects the much larger town of Wigan, which has a population of 97,000, with the M6 motorway at junction 27, to the North West. As a result the High Street and the streets which come together in the centre of Standish often cope with high volumes of vehicular traffic at certain times of the day.

The resident population of Standish is just over 15,000 and home ownership is high at over 80%. Furthermore 70% of the population are economically active and approximately 50% of the population own a motor vehicle.

The historic core of the village which is now a conservation area was originally based around Sir Wilfrid's Church as well as around Market Street and Market Place.

Market Place also contains a number of historic features including the stocks, the well and ancient cross. The latter is a scheduled ancient monument. Market Place and the village centre are dominated by St Wilfrids, a 16th century church which is a grade 1 listed building.

SITE ANALYSIS

An urban design site analysis exercise was undertaken for the main village centre. This included High Street area of the village from the main crossroads Southwards to where Church Street joins the High Street. Northwards it included Preston Road ending at the junction with James Square. Eastwards it included Market Street, Church Street and Cross Street and Westwards took in School Lane ending at the junction with Green Lane. The site analysis work assessed the following aspects of the village centre;

- Vehicular routes and nodes (those locations where routes come together)
- Pedestrian routes and nodes
- Land and building uses
- Potential gateways
- Vistas, views and landmarks
- Barriers to pedestrian movement



STANDISH MARKET PLACE

URBAN ANALYSIS

BUILDING USES:

- RETAIL
- RESIDENTIAL
- COMMERCIAL / SERVICES
- FOOD & DRINK
- GREEN SPACE
- DERELICT
- EDUCATION / RELIGION
- PARKING

- MAJOR VEHICULAR ROUTES
- MINOR VEHICULAR ROUTES
- KEY PEDESTRIAN ROUTES
- MAJOR VEHICULAR NODES
- MINOR VEHICULAR NODES
- PEDESTRIAN NODES
- POTENTIAL GATEWAY
- MAJOR BARRIERS / EDGES
- MINOR BARRIERS / EDGES
- KEY VISTAS / VIEWS
- BUS STOPS
- KEY CIVIC SPACES
- KEY BUILDINGS



OPPORTUNITIES AND CONSTRAINTS

Opportunities and constraints of the village centre were also assessed in the analysis. These were as follows;

Constraints

- Lack of green space and street trees within the village centre, particularly along the High Street
- Poor quality of existing public realm within the village centre
- A number of unattractive buildings present around the village centre
- High volume of vehicular traffic along the High Street acts as a barrier to pedestrian movement and detracts from the public realm
- Poor connectivity between different parts of the village centre
- Lack of car parking within the village centre generally
- Barriers to pedestrian movement

Opportunities

- Some important historic buildings and monuments including St Wilfrid's Church
- Some independent retailers particularly along the High Street
- A number of potential development sites exist within the village centre
- Opportunities exist to improve facilities for walking and cycling
- A number of attractive buildings are present in the village centre
- Good access to areas of existing public open space



LACK OF PEDESTRIAN CROSSING POINTS



DERELICT, NEGLECTED PARCELS OF LAND AND BUILDINGS



GOOD ACCESS TO EXISTING OPEN GREEN SPACE



INDEPENDANT RETAIL WITH ATTRACTIVE FRONTAGES

MOVEMENT

Standish main centre is located around a crossroads where four busy roads converge. High Street (A49) is particularly busy at rush hour since it connects the town of Wigan with the nearby M6 motorway. High volumes of vehicular traffic during peak hours restrict pedestrian movement at the crossroads and as a result four controlled crossing points are required to facilitate pedestrian movement at this junction.

Furthermore pedestrian barriers are located at the edges of the footways on all four approaches to the crossroads. As a result pedestrian movement is further restricted at this location. These barriers also create a cluttered environment and create a negative visual impact on the village centre. Queuing traffic on all approaches to the cross roads also impede pedestrian movement and impact on the pedestrian environment during peak hours.

Pedestrian activity and movement is focused along the High Street and Preston Road where there are the greatest concentration of shops and services. Nevertheless Market Street, and Cross Street are also busy pedestrian routes, as are Pole Street and the Eastern end of School Lane adjacent to the Aldi Supermarket.

The A49 and A5206/B5239 routes through the main village are also identified as part of the Strategic Route Network in the Unitary Development plan.



HIGH VOLUMES OF TRAFFIC IMPEDING PEDESTRIAN MOVEMENT AT POLE STREET



VEHICLE MOVEMENT ALONG THE HIGH STREET AND PRESTON ROAD



A NUMBER OF SNICKETS AID PEDESTRIAN CONNECTIVITY

LEGIBILITY AND SENSE OF PLACE

Standish developed as an early linear settlement that followed the transport route between Wigan and Preston and retained a very compact form until the 20th century where ribbon development and sub-urban housing engulfed the historic village centre. Its origins can be traced to the early 13th century and the form of the old village is contained within the triangular form created by Church Street, Market Street and the High Street. The old village centre and conservation area has remained at the heart of the village despite later development, and the basic street pattern of the centre that was established by the early 18th century remains largely intact.

It is likely that Church Street was the original route through the village and as a result St Wilfrid's Church and the former Market Place which lie adjacent to it, would once have been much more strategically located within the village centre. Standish was transformed from a rural village to mining settlement during the 19th century and many of the original cottages were replaced with red brick Victorian buildings during the industrial revolution. Many of these Victorian buildings remain today and help to create the character of the area. As a result there is a strong local building vernacular in the village that helps to create a distinct local identity and strong sense of place as well as providing a strong historic character.

The majority of the historic buildings lie within the conservation area boundary as identified on the adjacent Conservation Area diagram.

Nevertheless whilst there is strong uniformity amongst buildings located within the historic core, suburbanisation and new housing estate development mainly concentrated to the East and North of the village centre weaken this sense of identity.

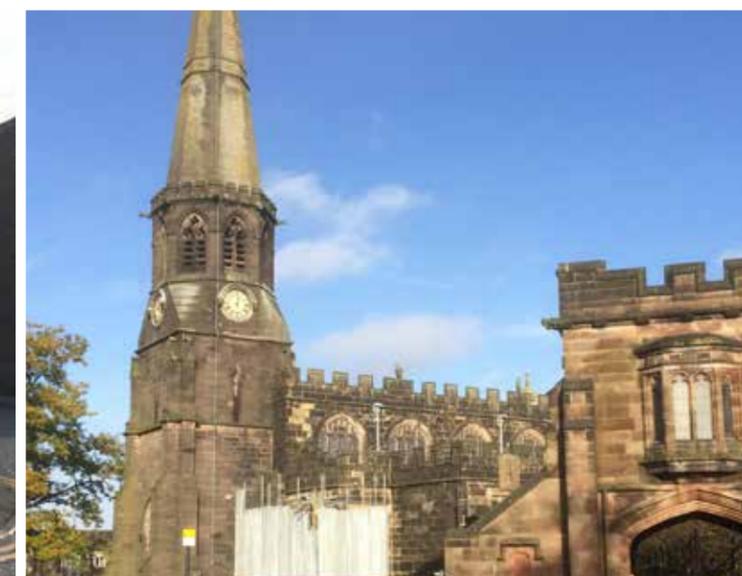
Whilst there are a number of key entry points into the village centre there are few gateway features. One noticeable exception is Standish War Memorial which is located at the junction of the High Street and Church Street.



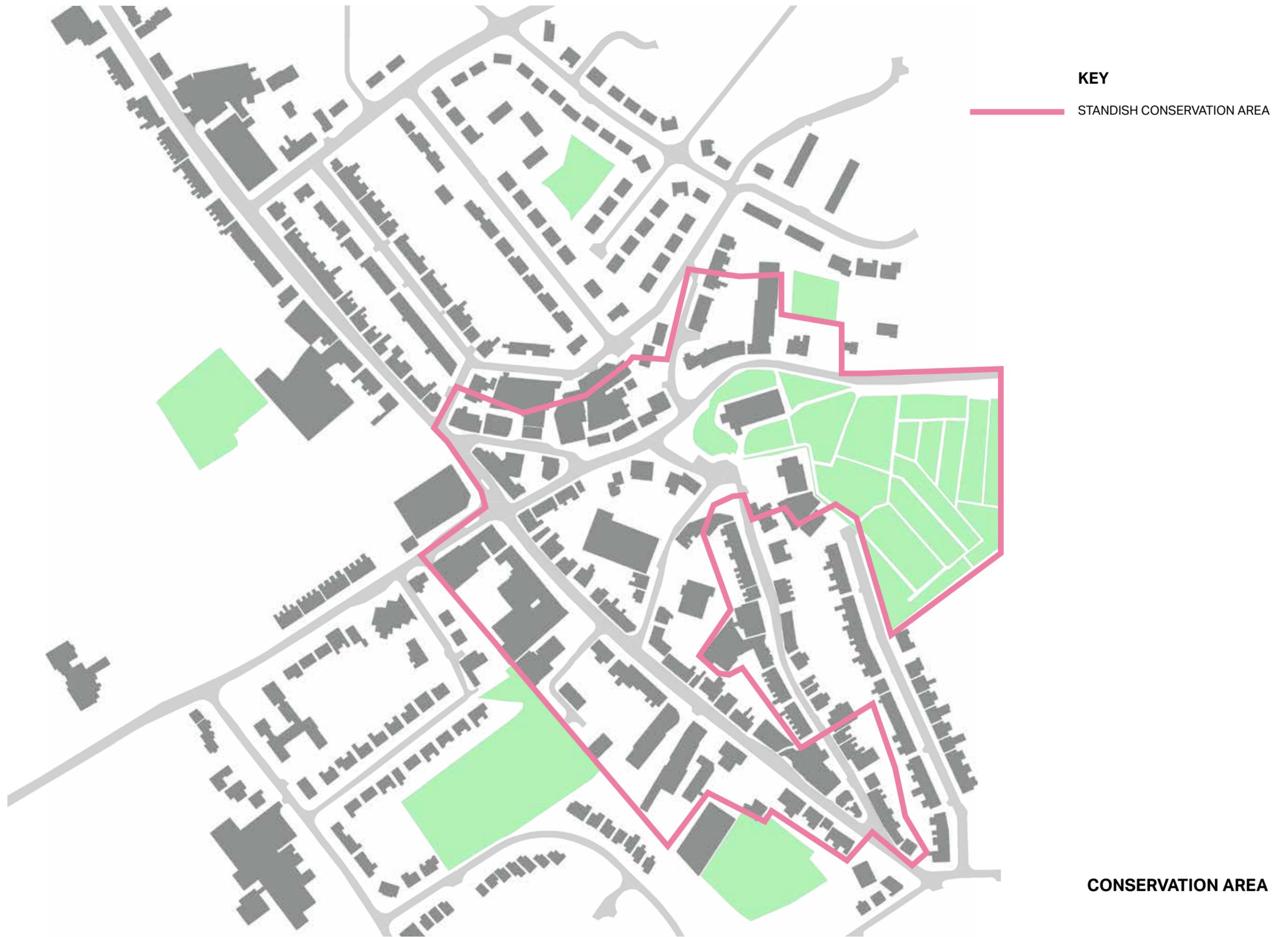
STRONG HISTORIC CHARACTER CREATED BY ST WILFRID'S CHURCH



THE PUBLIC REALM AND HISTORIC WELL



ST WILFRIDS CHURCH AND GATEWAY







LAND USE

The centre of Standish includes residential, social and commercial uses as well as areas of public open space, and as a result allows the village to act as a main service centre for the district.

RESIDENTIAL

The majority of buildings within the main centre are residential buildings. A large number of these are Victorian red brick terraces which line the narrow streets that are orientated approximately North – South. The density of this housing is often high with properties having small or no gardens to the front and small gardens or out buildings to the rear. The majority of these house types are also located within the conservation area along streets such as Heaton Street and Church Street. New estate developments which lie to the East and North of the village centre consist mainly of post war semi-detached red brick buildings which are less dense than the Victorian housing. These properties generally have larger gardens or on-plot parking. The majority of this new estate semi-detached housing is integrated into the historic street pattern where it abuts the traditional village core.

COMMERCIAL

The village centre contains a wide variety of commercial and retail uses ranging from large well know companies such as Aldi, Lidl and the CO-OP which operate small supermarkets within the village to smaller independent retailers such as Bumbles Gift shop on Preston Road. It is a healthy and busy centre with low vacancy levels and contains a number of independent shops and businesses. The majority of existing retail is located along the High Street, Preston Road and Market Street. Whilst food and drink uses are scattered around the main village core and within the conservation area, there is a small concentration of food and drink uses located along the West side of the High Street approaching the crossroads. Other commercial uses such as estate agents, hairdressers etc. are located predominantly along the High Street.

The quality of the village centre's commercial and retail uses varies in terms of the contribution they make to the overall appearance of the village. This can range from providing a positive, neutral or negative contribution. The adjacent Frontage Quality diagram identifies the contribution provided by these buildings.

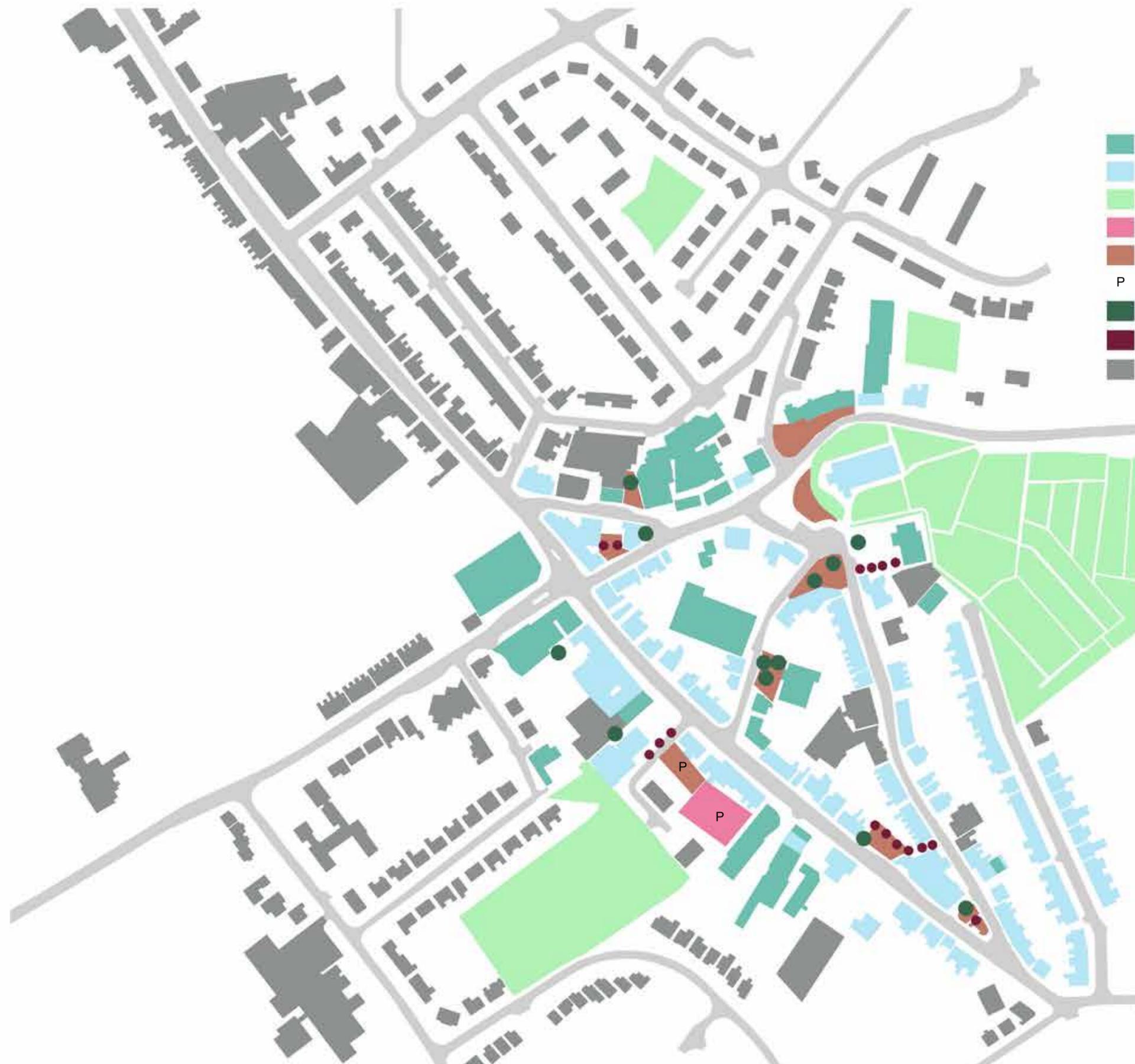
Whilst it is acknowledged that some stores such as Lidl are trading above expected levels, some stores such as the existing CO-OP store are underperforming. Competition from other retail destinations in Wigan or out of town supermarkets mean that there is not any immediate capacity for substantial new retail floor space in Standish. Nevertheless as a result of new housing that has been planned for the village, Standish will strengthen its role as a local centre and this will necessitate the requirement for further services and the provision of a more diverse retail offer.



EXAMPLE OF INDEPENDANT RETAIL



POOR QUALITY FRONTAGES AT THE STANDISH CENTRE



KEY

- MODERN DEVELOPMENT - POST 1945
- HISTORIC DEVELOPMENT - PRE 19TH CENTURY
- CEMETERY / GREEN OPEN SPACE
- OVERGROWN GARDEN AREA
- AMENITY LANDSCAPE AREA
- P PRIVATE SPACE
- IMPORTANT PUBLIC REALM TREES
- IMPORTANT PUBLIC REALM HEDGES/SHRUBS
- OTHER BUILDINGS

PATTERN OF DEVELOPMENT

PUBLIC REALM

The old Market Place which lies at the heart of the conservation area is one of the main areas of public space within the main centre. The area contains a historic well, cross and stocks within an existing paved area in stone setts and slabs. The majority of the space however is asphalt paving which is used either for parking or forms part of the highway. Despite its prominent location fronting the grade 1 listed St Wilfrid's Church the space is currently not being utilised to its full potential. Furthermore the site of demolished cottages at the corner of Church Street and Cross Street which is now grassed has also the potential to greatly enhance this location.

Due to the high volume of vehicle traffic along the A49 the retail experience along the High Street is often dominated by the traffic and the noise associated with it. The public realm along the High Street is of poor quality and whilst there are generous pavement widths in certain locations the retail experience could be greatly enhanced. Pedestrian guard rails, along the High Street also create visual clutter which detracts from the street scene. Tall lights columns, prominent road signage and some unattractive shop frontages also detract from the quality of the public realm. Furthermore Jubilee Gardens and the landscaped area adjacent to the Globe Inn provide the only green elements along the High Street. Other areas of public open space that require enhancement include the old railway line which is in places over grown with trees and shrubs, and the recreation ground which lies to the South of the Methodist Church. The recreation ground acts as an informal football ground however this is underused and greatly in need of enhancement. There is potential to greatly enhance existing public open space and public realm space within the centre as well as create new civic space and provide improved routes between these spaces in order to create a series of well-connected recreational and civic spaces.



THE OLD MARKET PLACE - DETRACTED BY POOR QUALITY SURFACING



EXAMPLE PUBLIC REALM - GARDENS ADJACENT TO THE GLOBE PUB



UNDERUSED RECREATION GROUND



DISTINCTIVE LOCAL CHARACTER - HISTORIC CROSS AND WELL HAVE THE POTENTIAL TO CREATE A HIGH QUALITY PUBLIC REALM



STANDISH MASTERPLAN



MASTERPLAN AIMS AND OBJECTIVES

The masterplan proposals seek to enhance the main village centre in order to create a vibrant local shopping centre for the wider district. The proposals aim to maximise the historic assets of the village centre and greatly improve the pedestrian experience for local people as well as visitors to Standish. Key aims and objectives include;

- Re-establishing links between the historic core of the Market Place and St Wilfrid's Church with the High Street
- Creating new civic space within the village centre as well as enhancing the existing public realm
- Creating development opportunities on sites that currently contain incompatible uses or uses that are currently performing poorly
- Greatly enhancing the visitor experience within the main village centre.
- Conserving and enhancing the historic character of the area by improving the setting of historic buildings and monuments.
- Resolving conflict between vehicles and non-vehicle users.
- Enhancing the sense of arrival when entering the main village centre.



ST WILFRIDS CHURCH - KEY LANDMARK

CONCEPT DIAGRAM



KEY

IMPROVED CONNECTIVITY / LINKAGES



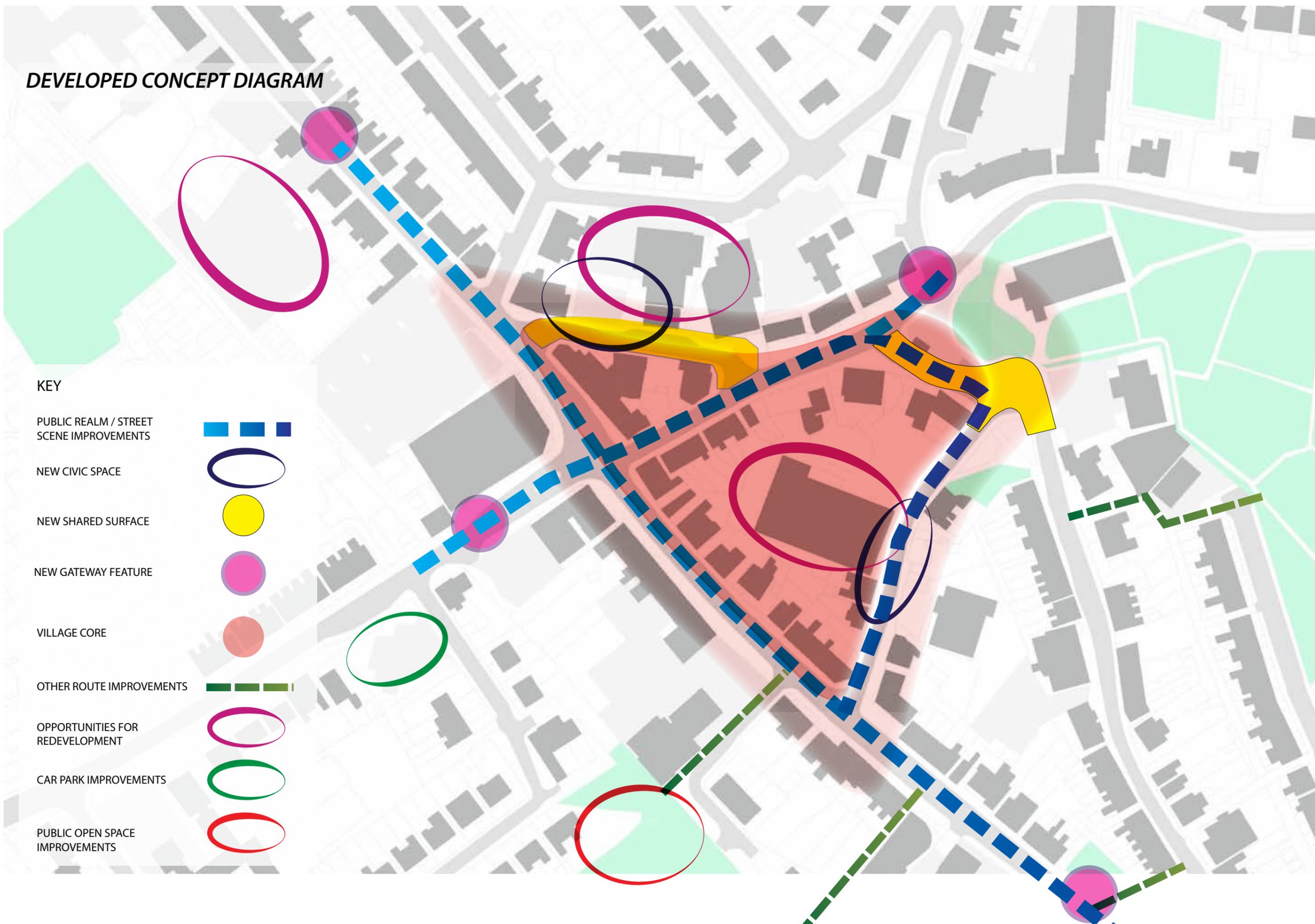
KEY CIVIC SPACES



VILLAGE CORE / CENTRE



DEVELOPED CONCEPT DIAGRAM



KEY

PUBLIC REALM / STREET SCENE IMPROVEMENTS



NEW CIVIC SPACE



NEW SHARED SURFACE



NEW GATEWAY FEATURE



VILLAGE CORE



OTHER ROUTE IMPROVEMENTS



OPPORTUNITIES FOR REDEVELOPMENT



CAR PARK IMPROVEMENTS



PUBLIC OPEN SPACE IMPROVEMENTS



GATEWAY SIGNAGE

Gateway signage would help create a better sense of arrival by marking key entrances into Standish. There is currently no signage to visually and physically mark arrival and departure from Standish centre. Proposed signage could incorporate iconic imagery of Standish and help reinforce the identity of the area. As identified these gateway signs could be located at key routes into Standish centre and each sign unique to marking the street name such as 'Market Street' and 'High Street', this would also aid legibility and wayfinding around the area.

There are stone markers that currently identify the borders of Standish, and the new gateway signage would be placed to identify the arrival at the village centre rather than the village itself.

The proposals seek to use laser etched imagery / silhouettes in weathering steel to provide a robust and contemporary style that is still in keeping with the local character of the area.



EXAMPLE OF PROPOSED GATEWAY FEATURE - EXACT LOCATION TO BE CONFIRMED

MASTERPLAN PROPOSALS

POLE STREET

The proposals seek to greatly enhance the physical environment around Pole Street. The public realm fronting the CO-OP building is currently an unattractive poor quality public environment that is dominated by car parking. Pole Street nevertheless is well placed to provide a good strategic link between the historic core around St Wilfrid's Church and the High Street area of the village. The proposals include raising the quality of the public realm, improving the retail offer, creating new civic space and improving links to other parts of the village centre. Key proposals at this location include;

- Creating a new one way shared surface for both pedestrians and vehicular use
- Creating a new civic square immediately adjacent to the new shared surface and supermarket
- Providing new short stay echelon parking spaces off Pole Street that can be easily accessed
- Introducing new public realm including footpath surfaces and street furniture
- Introducing street trees to create a more human scale environment
- Creating new retail opportunities to the South side of Pole Street
- Improving pedestrian routes between Smalley Street and Pole Street in order to link residential areas to the village centre.



EXISTING CO-OP FOOD OUTLET



RUN DOWN LABOUR CLUB



UNATTRACTIVE CLUTTERED CAR PARK



POOR PEDESTRIAN CONNECTIVITY TO VILLAGE CENTRE

POLE STREET AND MARKET STREET PUBLIC REALM IMPROVEMENTS



- 1 Downgrade carriageway and improve pedestrian experience with better materials and design
- 2 Define a public space through the use of materials which ties together the buildings, traffic movement would not be altered, but materials would be used to uplift the and describe the space
- 3 Remove street clutter and create space to open up corner of the Co-op store to make better visual connections from Pole Street and then on to the junction with Market Street. A simple space designed to help the street 'read' better, there is no intention to encourage public use or seating
- 4 Parking area upgraded, change of materials to reduce the impact of hard standing and the introduction of trees to soften the space. Pedestrians allowed to walk through the space as informal cut through to shops
- 5 Improved pedestrian environment, wider pavements, upgraded materials tied into a design for the whole area and opportunities to have seating
- 6 Change in material on the carriageway to signify entering a special area in the town centre
- 7 Incorporate elements such as street trees which are appropriate to the townscape and link the streets and space together
- 8 Consciously link the public realm improvements to potential upgraded Market Place

THE MARKET PLACE

The proposals seek to enhance the setting of St Wilfrid's Church and those other elements within the historic Market Place such as the well and cross. They also seek to re-establish this location as one of the village's key civic spaces as well as creating a new Market Place area that can be used for a variety of civic uses. Key proposals at this location include;

- Replacing the existing tarmac surface with new natural stone sett paving which is in keeping with the conservation area
- Introducing street trees and street furniture at the market place along Market Street and also within the Market Place
- Introduction of a new 10mph speed limit for vehicles passing through the Market Place
- Introduction of improvements to the landscaped area at the corner of Cross Street and Church Street
- Replacing existing asphalt and concrete paving along Market Street with high quality natural stone paving
- Introducing further on street parking for visitors to the village centre and particularly the Market Place
- Introducing new way finding and signage to assist connectivity with the High Street area
- Introducing new gateway features at the Eastern end of Market Street.



EXISTING TARMAC SURFACING FRONTING THE HISTORIC SQUARE



FRONTAGES DETRACT FROM ICONIC ARCHITECTURE



UNDERWHELMING SENSE OF ARRIVAL AT THE GATEWAY



FRONTAGES COMPLEMENTING THE HISTORIC CHARACTER OF THE AREA



EXISTING VIEW OF MARKETPLACE



VISUALISATION SHOWING THE PROPOSED PAVING UPLIFT AROUND THE MARKETPLACE

THE CROSS STREET AREA

The proposals seek to enhance the prominence of Cross Street as a key route in the village centre thus providing a strategic link between the Market Place and the High Street. They also seek to greatly enhance the physical environment along Cross Street. The proposals also seek to improve the setting for the library giving this civic building more prominence in the village as well as upgrading all footpaths with natural stone paving which is more in keeping with the conservation area status of the village. Key proposals at this location include:

- Creating a new civic space in front of the existing library building. This will allow groups to congregate prior to entering or leaving the library as well as providing outdoor recreation space.
- Providing a step change in the quality of the public realm including replacing existing concrete and asphalt paving with natural stone.
- Providing improved on-street parking bays as well as upgrading existing on-street parking.
- Introducing new way finding and signage to assist connectivity with the Market Place and High Street.



STANDISH LIBRARY



EXISTING UNITY CLUB



POOR QUALITY ON STREET PARKING



NO WAYFINDING OR SIGNAGE TO THE MARKETPLACE

HIGH STREET, PRESTON ROAD AND SCHOOL LANE

The proposals at this location seek to enhance the central retail area focussing mainly on the High Street areas, but also involving parts of Preston Road and School Lane. The objectives of the proposals are to enhance the retail experience and reduce the dominance of the motor vehicle on the High Street, Preston Road and School Lane. They also seek to create a more civilised street scene in the centre, create a more human scale and friendly pedestrian environment and enhance the historic identity of the village centre.

The proposals seek to create a vibrant unique retail destination that is able to draw people from the local district and beyond. This will involve capitalising on the historic character of the village centre and encouraging more independent retailers to the village. Key interventions at this location include;

- Enhancing shop frontages to create a consistent and a strong identity for the High Street
- Removing pedestrian guards and unnecessary street signage to declutter the street scene.
- Introducing bespoke street furniture at key locations on the High Street
- Introducing street trees and greening an otherwise very urban environment and to provide some visual segregation between pedestrians and vehicles.
- Introducing a step change in the quality of the public realm by replacing existing concrete and asphalt paving with natural stone.
- Introducing new way finding and signage to assist connectivity with the Market Place.
- Introducing new gateway features at the Southern end of the High Street, on Preston Road and the Eastern end of School Lane.
- Improving the existing car park on School Lane to provide short stay parking for the village centre.
- Improving links and pedestrian foot paths from the High Street to residential areas and areas of public open space.
- Improve the existing car park on School Lane



EXISTING VIEW OF HIGH STREET



VISUALISATION INDICATING PAVING UPLIFT AND ADDITION OF STREET TREES TO HIGH STREET PUBLIC REALM.

-  SELF BINDING GRAVEL PATH
-  CLOSE MOWN GRASS PATH
-  CLOSE MOWN GRASS
-  PLANTING BEDS
-  PERMEABLE PAVING CAR PARK

- 1 - ORCHARDS
- 2 - COMMUNITY GARDEN
- 3 - BEE & BUTTERFLY GARDEN
- 4 - FRUIT GARDEN
- 5 - SCULPTURE GARDEN
- 6 - SENSORY GARDEN
- 7 - VEGETABLE GARDEN
- 8 - RAIN GARDEN



SQUIRES HEY GARDENS - SCHEMATIC MASTERPLAN

THE RECREATION GROUND

The proposals seek to enhance the existing underused recreation ground in Standish and modify it to achieve a collection of varied and high quality gardens and open spaces available to the public, and renamed as 'Squires Hey Gardens'. The proposals seek to maximise biodiversity as well as local food production. The objective is to enhance the green open recreation space opportunities available to Standish residents by introducing a selection of varied garden settings and themes including a community garden, fruit and vegetable gardens, as well as wildlife and rain gardens. The proposal also seeks to provide accessible parking along with formal and informal paths through the gardens. Key proposals at this location include;

- Improving the quality and variation of local greenspace within Standish.
- Encouraging community based activities by providing a Community Garden, Vegetable and Fruit Gardens and Orchards.
- Improving the local environment for wildlife with a Bee & Butterfly garden along with naturally occurring wildlife opportunities throughout the rest of the park.
- Introducing a Sensory Garden to improve the experience for all garden users.
- Introductions of rain gardens and permeable paving to help deal with surface water run-off and drainage within Standish.
- Improving parking within Standish by including a car park paved with permeable paving as part of a sustainable urban drainage scheme.
- Providing both formal and informal paths improving accessibility within the space.

SUMMARY OF KEY MASTERPLAN PROPOSALS

- Creation of new shared pedestrian/vehicular space, new civic space and parking on Pole Street
- Creation of a new Market Place with new shared pedestrian / vehicular surface to enhance the setting of St Wilfrid's Church
- Enhancing the retail experience along the High Street, School Lane and Preston Road
- Improving connectivity and the physical environment within the village centre
- Improving parking facilities and creation of a new urban park within the village centre



EXISTING SIGNAGE TO THE RECREATION GROUND FROM HIGH STREET



EXISTING VIEW OF PATH CONNECTING TO THE HIGH STREET



EXISTING VIEW OF THE RECREATION GROUND





RECOMMENDATIONS

RECOMMENDATIONS

This report includes a number of ideas to improve the Standish Village Centre generally and more specifically the village core which is focussed around the High Street, Market Street, Pole Street and Cross Street and the old Market Place. The proposals aim to make this central core more attractive for local people and visitors using the village centre. The focus has generally been on design interventions to improve the physical environment and create development opportunities on those sites that are currently underused, underperforming or detract from the historic village centre environment. These should be considered alongside other non-design interventions, such as exploring opportunities for supporting or restricting certain types of uses through use classes.

The Standish Neighbourhood Forum would need to work closely with other organisations to see plans developed further and realised. Key here will be the local authority but also the local businesses and organisations where changes are proposed to existing business premises.

Other things to consider include;

- A shopfront improvement scheme could be linked to a shopfront design guide or policy within the Plan. Usually this means the local authority provides a small grant which is then match funded by the individual business. This would probably need to be managed by the Neighbourhood Forum to ensure buy-in from enough retailers to enable a positive and inclusive approach.
- Public realm improvements could be incorporated within Standish Village Centre although there may be a reliance on local authority funding to implement them. Other funding sources that could be explored include the Heritage Lottery Fund's Townscape Heritage Initiative, which is a grant giving provisions for the repair and regeneration of the historic built environment within towns and cities.
- Another further way to see public realm improvement opportunities implemented would be to seek to link them directly to development proposals. The principle of securing contributions or obligations from developers is to make acceptable developments which would otherwise be unacceptable, by offsetting the impact making location improvements. In this case, it could be to fund or assist in funding off-site works and infrastructure of benefit to the whole community. These contributions are known as Section 106 agreements. More information on this could come from discussions with the local authority.
- Private development including residential proposals on the site of the Standish Unity Club has the potential to help fund social and retail developments as part of the wider scheme.
- In terms of further work, it is recommended that a more detailed feasibility study and masterplan and implementation strategy focusing on the village centre is undertaken.

- It is also recommended that a Strategic Environmental Assessment (SEA) screening assessment is undertaken to support the Neighbourhood Plan. This assessment is made to determine whether the plan is likely to have significant environmental effects.

The next stage would also involve a more detailed feasibility study and masterplan and implementation strategy focussing on the village centre.



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Technical Facilitation- Housing Evidence and Policy

Standish, Wigan, Lancashire

March 2016
Final Report

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<i>Project Role</i>	<i>Name</i>	<i>Position</i>	<i>Actions Summary</i>	<i>Signature</i>	<i>Date</i>
Project Manager	Jesse Honey	Principal Planner	Developed draft text		10/02/2016
Director/QA	Una Mcgaughrin	Technical Director	QA of draft for comment	Confirmed via e-mail	11/02/16
Qualifying Body	Gill Foster	Chair, Standish Voice	Co-ordinated Standish Voice inputs and comments	Confirmed via-e-mail	29/02/16
Project Coordinator	Ffion Batcup	Housing Needs Advice coordinator	Reviewed final report		01/03/16

Glossary

CPRE	Campaign to Protect Rural England
DCLG	Department for Communities and Local Government
HCA	Homes and Communities Agency
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
SHMA	Strategic Housing Market Assessment
SHLAA	Strategic Housing Land Availability Assessment
SIA	Standish Infrastructure Assessment
SV	Standish Voice

Executive Summary

1. Standish Voice (henceforth SV), as the Neighbourhood Forum for Standish in Lancashire, has commissioned AECOM to investigate the factors driving housing growth in the village. This project comprises a necessary evidence-gathering stage (known as Technical Facilitation) ahead of a full neighbourhood-level housing need assessment (HNA).
2. The reason why the Technical Facilitation is necessary is that housing development at Standish in recent years has been very active. The level of development, Wigan Council's response to that development and the types of housing that were delivered all require further investigation to provide a basic understanding of the baseline situation for a future HNA.
3. Our conversations with SV raised the following questions, which we will seek to answer in the report:
 - Why has permission been granted, both by Wigan Council and the Planning Inspectorate, for more than 1,000 units at Standish if the Core Strategy target is 1,000?
 - What are the drivers behind the production of Wigan's draft SHMA given that the Core Strategy was adopted relatively recently?
 - Why has so much executive housing been provided and has either the Planning Inspectorate or Wigan Council expressed any kind of concern about this? If so, what have they said - if not, why not?
 - When does the existing SHMA date from, and to what extent did it inform the recent permissions and appeal?
 - Are Wigan open to sharing of relevant information on the forthcoming SHMA to assist our housing needs assessment and enable us to start earlier?
4. In researching the answers to these questions, we reviewed all relevant documents and spoke to Wigan Council. We found that in terms of housing numbers, at the Wigan Core Strategy Examination in Public (EiP), the Inspector noted (paragraph 28 of his Report)¹ that a target of 1,000 new houses at Standish would provide the opportunity for affordable housing meeting Standish's need to be provided locally.
5. A conversation with David Kearsley, Principal Planner at Wigan Council, subsequently confirmed that two recent applications that were refused (then allowed at appeal) were refused by the Council on the grounds that permitting them would exceed the Core Strategy target. A review of both appeal decisions showed that the key factor in the Inspector allowing the appeals was that the Council was unable, at the time of the appeal, to demonstrate a five-year supply of land allocated for housing development.
6. According to the National Planning Policy Framework (NPPF) paragraph 47, a local authority unable to demonstrate a five-year supply is vulnerable to speculative developer applications, as at that point, the NPPF's 'presumption in favour of sustainable development' is triggered.

¹ Available online at <http://www.standishvoice.co.uk/wp-content/uploads/2015/03/Wigan-Core-Strategy-Inspectors-Report-pdf.pdf>

7. What is notable is that there was no discussion of housing types at either appeal, as the issues considered focused more on housing numbers and the spatial distribution of those houses.
8. Having discussed the situation with the Council, it appears that they are almost as frustrated with the outcome of the appeals as Standish Voice. AECOM spoke to David Kearsley, the Council's Principal Planning Officer, who stated that the preparation of the emerging Wigan SHMA was driven in part by the recognition that, as highlighted by these lost appeals, more up-to-date and detailed evidence on housing need across the Borough was required, particularly given that the previous best available evidence was the Greater Manchester SHMA Update 2010².
9. The Council has summarised its position on future development on Standish in a new 'Policy H3: Further Housing Development in Standish' in its emerging Allocations and Development Management Local Plan³. Policy H3 states that:

'Further housing development on safeguarded land in Standish will only be permitted if:

1. *80% of the homes already permitted on safeguarded land as at 13 October 2015 have been developed and occupied in line with their respective planning permissions,*
2. *All of the necessary infrastructure works required through legal agreements for that level of housing have been completed and implemented, and*
3. *It is demonstrably evidenced that further housing development can be accommodated across the full range of transport, health, education, open space, community and utility infrastructure without detriment to the character and well-being of Standish as a viable place to live, work and visit.*

Prior to any additional development on remaining safeguarded land at Rectory Lane (south), a strategic green infrastructure corridor shall be provided between Rectory Lane and Fairhurst Lane, linking to the open space at the former Victoria Colliery site.

10. The current housing need evidence base for Standish consists of the 2010 Greater Manchester SHMA Update and the emerging 2016 Wigan SHMA.
11. The Greater Manchester SHMA Update, though very high-level and as such not mentioning Standish by name, includes a number of conclusions of relevance that SV could in fact deploy immediately to argue for a more appropriate housing mix for applications where it is yet to be determined. Its conclusions do not appear particularly supportive of large-scale provision of high-end executive/family housing in the sense that they include the following:
 - (page 56) There is a continued need to diversify the housing offer available;
 - (page 56) Demand for social rented stock remains high and in particular for family accommodation; supply is not meeting this demand however
 - (page 57) Bridging the affordability gap should remain as a priority for Greater Manchester. Despite significant falls in average house prices, the lack of accessible finance means that in practice housing remains unaffordable for many.

12. More specifically for Wigan, the SHMA Update notes:

² Available online at http://www.manchester.gov.uk/download/downloads/id/14074/gm_strategic_housing_market_assessment_shma_update_may_2010.pdf

³ Available online at http://wigan-consult.limehouse.co.uk/portal/allocations_plan_initial_draft

- (page 26) Wigan consistently has the lowest average house prices for detached properties (which could be an indicator of low demand, high supply or both- either way, it factors against further large-scale provision of detached properties);
- (page 36) Wigan has the highest proportion of semi-detached properties in Greater Manchester (46.5%) but the lowest proportion of flats (7.5%)
- (page 37) Wigan has the highest proportion of 5-6 room houses in Greater Manchester (58.4%) but less than the GM average provision of 1-4 room houses- indeed, Wigan has the lowest level of 1-2 bedroom houses in Greater Manchester.

13. The emerging Wigan SHMA⁴ and its specific implications for development at Standish will be interrogated fully as part of Standish's forthcoming Housing Needs Assessment. However, the most important point for Standish is the SHMA's general conclusion (pages 204 and 205) that states:

'the homes delivered need to be suitable for the needs of all households in the borough. The assessment has shown a range of housing need, including single people, families with children, and the elderly and vulnerable groups.

The average household size in the borough is reducing and there is now a growing mismatch between the supply of homes and reducing family size....the predominant house type in the borough is three bedroom semi-detached and the majority of new delivery is of larger family sized homes which will not meet the needs of smaller households.

A high proportion of pensioner households are living in large houses which may be better suited to families with children. Consultation with estate agents has confirmed that many older households are keen to downsize, for both financial and quality of life reasons, but are frustrated by the lack of attractive down-sizing options available locally..... as the proportion of older people in Wigan increases, so will their level of housing need.

An ageing population will also increase demand for housing related support and other health and social care services to enable older residents to remain in their own homes for longer. It is therefore important to promote the development of suitable housing tenures and types, including specialist supported housing solutions, to meet the needs of our ageing population and to mitigate some of the increases in demand for these services. Therefore, there will need to be a greater need for smaller accommodation of the type to meet future households needs, particularly elderly households....Options to address these challenges include:

- *Promoting the development of independent living options for older people, including specialist and supported housing solutions that offer more cost effective and better quality care solutions.*
- *Expand support services and aids and adaptations to enable older people to remain in their own homes for longer*
- *Influence house builders to include a better mix of housing on new developments, including the provision of attractive down-sizing options, including bungalows to better match housing supply to housing need.'*

14. Based on the evidence uncovered in this report, AECOM propose nine key recommendations for Standish Voice in respect of housing need and emerging Neighbourhood Plan housing policy at Standish as follows:

⁴ Available online at <https://www.wigan.gov.uk/Council/Strategies-Plans-and-Policies/Planning/Local-plan/Background/Key-Local-Studies/Housing-Market-Assessment.aspx>

- Recommendation 1: Apply for the Housing Needs Assessment package through Locality
- Recommendation 2: Aim to help and support Wigan Council in demonstrating a five-year housing land supply
- Recommendation 3: Consider an 'upper limit of development scale' policy
- Recommendation 4: Comment on Reserved Matters applications to influence type of housing developed
- Recommendation 5: Argue that further development would not accord with the NPPF
- Recommendation 6: Highlight supply-side constraints
- Recommendation 7: Lobby the Council to develop an updated Standish Infrastructure Assessment
- Recommendation 8: Continue working closely with and sharing information with Wigan Council
- Recommendation 9: Consider instigating judicial review of any further successful appeals

1 Introduction

15. Standish Voice (henceforth SV), as the Neighbourhood Forum for Standish in Lancashire, has commissioned AECOM to investigate the factors driving housing growth in the village. This project comprises a necessary evidence-gathering stage (known as Technical Facilitation) ahead of a full neighbourhood-level housing need assessment (HNA).
16. The reason why the Technical Facilitation is necessary is that housing development at Standish in recent years has been very active. The level of development, Wigan Council's response to that development and the types of housing that were delivered all require further investigation to provide a basic understanding of the baseline situation for a future HNA.
17. Based on our conversations with SV, the situation is understood to be as follows:
- Wigan Council's adopted Core Strategy (2013)⁵ gives Standish a dwelling target of 1,000 dwellings up to 2026;
 - Since the Core Strategy was adopted, planning permission has been granted at Standish for the development of more than 1,000 dwellings and there are more to come;
 - Some of the permissions were granted by Wigan Council, another two applications were refused by Wigan, then granted on appeal;
 - SV is unhappy with the type of dwellings given permission, which appear to be more aimed at the executive housing market (large, detached dwellings of 4 or more bedrooms) rather than what the NP group feel is needed by local people;
 - Wigan Council is working on a draft SHMA, but this will not be completed until summer 2016; and
 - SV is concerned that even more development of executive housing will come forward unless a Standish-specific housing needs assessment, highlighting the need for more housing for local people, can be produced.
18. We will test and check the assumptions in the bullet points above throughout this report as appropriate. The bullet points then raise the following questions, which we will seek to answer in the report:
- Why has permission been granted, both by Wigan Council and the Planning Inspectorate, for more than 1,000 units at Standish if the Core Strategy target is 1,000?
 - What are the drivers behind the production of Wigan's draft SHMA given that the Core Strategy was adopted relatively recently?
 - Why has so much executive housing been provided and has either the Planning Inspectorate or Wigan Council expressed any kind of concern about this? If so, what have they said - if not, why not?

⁵ Available online at <https://www.wigan.gov.uk/Docs/PDF/Council/Strategies-Plans-and-Policies/Planning/Adopted-Core-Strategy.pdf>

- When does the existing SHMA date from, and to what extent did it inform the recent permissions and appeal?
- Are Wigan open to sharing of relevant information on the forthcoming SHMA to assist our housing needs assessment and enable us to start earlier?

19. It is AECOM's view that answering these questions is in the interest of all parties in order for progress to be made on the neighbourhood plan's housing evidence and policies, and the remainder of this report will focus on these answers.

2 Housing numbers at Standish

20. Policy SP4 of the Wigan Core Strategy states that approximately 1,000 dwellings will be provided on safeguarded land at Standish up to 2026. Both the Key Delivery Items table (page 46) and the Indicators table for Policy SP4 (page 117) show that the base date for the 1,000 dwellings at Standish is actually 2011 rather than the Core Strategy publication date of 2013. The same Indicators table uses, as a guideline for monitoring, 200 dwellings by 2016, 950 dwellings by 2021 and the full 1,000 by 2026.

21. It is therefore the case that housing far in excess of the Core Strategy target has been developed at Standish since 2011. **Table 1** summarises housing permissions at Standish within the Core Strategy period as of the time of writing (February 2016).

Table 1: Housing developments with permission or in the pipeline at Standish within the Core Strategy period

Site ID	Development	Developer(s)	Number of dwellings	Status
1	Land behind Almond Brook Road	Wainhomes	300	Approved
2	Land behind Pepper Lane and the Robin Hill estate	Bloor Homes	300	Approved
3	Land at the former golf course on Rectory Lane (Phase One)	Morris Homes, Persimmon Homes	250	Approved
4	Land at the former golf course on Rectory Lane (Phase Two).	Morris Homes, Persimmon Homes	250	Refused, then won at appeal
5	Land to the north of Rectory Lane	Countryside Properties	150	Approved
6	Land off Old Pepper Lane	Redrow	39	Approved
7	Land at Bradley Hall Trading Estate	HIMOR Group	148	Approved
8	Land at Almond Pastures, off Almond Brook Road	Mr. A Taylor	5	Approved
9	Land off Lurdin Lane, Chorley Road	Jones Homes	110	Refused, then won at appeal
10	Land off Rectory Lane	HIMOR Group	128	Being determined
11	Land off Langham Road	Wainhomes	80	Being determined

Source: Standish Voice website

22. Standish Voice advise that, in total, there have been 1513 dwellings recently approved at Standish, with a further 208 under consideration as of February 2015 (an application for six more has at the time of writing recently been submitted, but this can be discounted for the purposes of this report).
23. As noted by the Standish Voice website, there are other sites in Standish of 'safeguarded' land which could accommodate about 515 homes, albeit that Wigan Council will only consider these being developed after 2026. However, in the meantime, house builders could ask for permission to build on them and take any refused application to appeal.
24. The first topic to investigate is the original justification for Standish having a target of 1,000 dwellings. The Core Strategy (para 8.31) names only three broad locations considered suitable for development, specifically North of Rectory Lane, South of Rectory Lane and Almond Brook. It notes that Standish is not part of the East-West Core⁶ and that it is '*identified as a broad location for new development to assist in meeting housing needs, particularly in the short term and to provide choice.*'
25. At the Wigan Core Strategy Examination in Public (EiP), the Inspector noted (paragraph 28 of his Report)⁷ that housing at Standish would provide the opportunity for affordable housing meeting Standish's need to be provided locally.
26. He further noted (paragraph 98) that '*it is important to provide sufficient clarity and a reasonable degree of certainty in terms of the scale of development at the broad locations. In the case of Golborne, Lowton and Standish this is particularly important given their crucial role in the supply of housing land, the total capacity of safeguarded land in these settlements and the potential implications for the focus of development on the east-west core.*'
27. Finally, the Inspector's comments in paragraph 105 are worth quoting:

'The potential total capacity of safeguarded land at Golborne and Lowton and at Standish significantly exceeds 1,000 dwellings in both cases and I appreciate the Council's concerns in terms of dealing with specific proposals that may come forward in the short term, particularly given the pressing need to release additional housing land supply in advance of the Allocations Plan⁸.

*However, this is to a large extent a direct consequence of the particular circumstances which currently exist in terms of the balance between housing requirements and land supply. Whilst there is a need to modify Policy SP4 to provide more flexibility and to allow for proposals to be approved in advance of the Allocations Plan, **the modified policy would also make it clear that such proposals would need to reflect the scale and form of development envisaged in each broad location.** (emphasis added)*

Clear criteria would also be retained to ensure that account was taken of the capacity of local infrastructure, the ability to integrate development with the local community and the ability to deliver the development taking account of site constraints and additional infrastructure needs.'

28. A conversation with David Kearsley, Principal Planner at Wigan Council, subsequently confirmed that the two applications that were refused (then allowed at appeal) were refused by the Council on the grounds that permitting them would exceed the Core Strategy target. A review of both appeal decisions is therefore helpful at this point.

⁶ Policy SP1 of the Core Strategy states that although development will be primarily directed to the East-West Core of the Borough, outside the Core development will be focused on Golborne and Lowton as well as Standish.

⁷ Available online at <http://www.standishvoice.co.uk/wp-content/uploads/2015/03/Wigan-Core-Strategy-Inspectors-Report-pdf.pdf>

⁸ At the time of writing, the Allocations Plan is still being developed, and is at Initial Draft stage.

Planning appeal on land at the former golf course on Rectory Lane (Phase Two)

29. This appeal has the reference number APP/V4250/W/15/3003142 and the decision to allow development is dated 26th August 2015.⁹
30. It was agreed by all parties that the Council was unable, at the time of the appeal, to demonstrate a five-year supply of land allocated for housing development. According to the National Planning Policy Framework (NPPF) paragraph 47, a local authority unable to demonstrate a five-year supply is vulnerable to speculative developer applications, as at that point, the NPPF's 'presumption in favour of sustainable development' is triggered.
31. The Inspector noted that the Council's grounds for refusal were that development would exceed the Core Strategy target for Standish and that the spatial strategy (whereby most development is directed to the 'East-West Corridor', including the town of Wigan itself but excluding Standish). Broadly speaking, he accepted that this was reasonable, but that the lack of housing land supply across the borough as a whole effectively rendered this policy ineffective¹⁰, and that this appeal and other recent developments would not cause 'material harm' to the focus on the East-West Corridor in the Core Strategy or the prospect of brownfield land coming forward there as opposed to this greenfield site at Standish.
32. He further concluded that the development needed to be assessed against the plan as a whole, and so notwithstanding its poor performance against Policy SP4, it did not conflict with the Plan's other policies.
33. Finally, the inspector noted that, at the time of the appeal, the neighbourhood planning process was at too early a stage to be a material factor in his decision.

Planning appeal on land off Lurdin Lane, Chorley Road

34. This appeal has the reference number APP/V4250/W/14/3001130 and the decision to allow development is dated 26th August 2015.¹¹ It was determined simultaneously with the appeal summarised above.
35. Like the previous appeal, it was refused by the Council on the grounds of its cumulative impact on Standish, and like in the previous appeal, it was accepted by all parties that not only was the Council unable to demonstrate a five-year supply of housing on allocated sites, but also that there was significant under-provision of housing from previous years.
36. In terms of the housing policy context, the Inspector's other conclusions on this appeal were identical to those on the previous appeal. What is notable is that there was no discussion of housing types at either appeal, as the issues considered focused more on housing numbers and the spatial distribution of those houses.

⁹ Decision notice available at <https://acp.planninginspectorate.gov.uk/>

¹⁰ As per NPPF paragraph 49.

¹¹ Decision notice available at <https://acp.planninginspectorate.gov.uk/>

3 Housing type at Standish

37. The inspector referenced in neither of the two appeals summarised above the implications of the Greater Manchester SHMA 2010, which was the most recent evidence available on housing quantity and type at the time of the appeal. Indeed, there was very little, if any, reference to the type of housing being proposed in either appeal, as both were outline applications, with housing type being reserved for separate determination at a later date.
38. Now that the appeals have been allowed, it is instructive to see that the developments are being marketed as containing particular types of housing despite the fact that in neither case have reserved matters yet been applied for. The Rectory Lane development, for example, is being marketed by Persimmon as The Fairways and has its own website¹², according to which the development offers, among other advantages:
- A choice of two, three and four-bedroom homes
 - Good access to the motorway network
 - A choice of good quality schooling nearby
39. Below these bullet points, the development is claimed to offer '*a mixture of house types to suit first time buyers, professionals, couples, families and those wishing to downsize*'.
40. This is broadly in line with the Environmental Statement submitted as part of the application, which states that 'The homes will mostly be 2 or 2.5 storeys, with front and back gardens and parking. The mix is not yet fixed but will include terraced, semi-detached and detached homes up to 5 beds, and 25% affordable.'¹³
41. Meanwhile, at Lurdin Lane, the planning statement submitted as part of the application¹⁴ states: '*The development will include a mix of types of two-storey housing mainly comprising family homes providing both open market and affordable dwellings. The gross density of development on the site would be just over 30 dwellings per hectare. Car parking will be provided in proportion to the size of each dwelling with a minimum of 150% for two bedroomed dwellings and 200% for larger dwellings. All dwellings will have access to their own private garden areas.*'
42. **Table 2** sets out available information on the mix of housing types on these and the other developments given permission recently.

¹² See <http://www.persimmonhomes.com/the-fairways-10274>

¹³ Available online at

<http://planningdocuments.wigan.gov.uk/Planning/StreamDocPage/obj?DocNo=12888914&content=obj.pdf>

¹⁴ Available online at:

<http://planningdocuments.wigan.gov.uk/Planning/StreamDocPage/obj?DocNo=12820231&content=obj.pdf>

Table 2: Available information on dwelling type at recent developments in Standish

Site ID	Development	Developer(s)	Available information on dwelling type
1	Land behind Almond Brook Road	Wainhomes	Unspecified mix of 298 three, four and five bedroom homes
2	Land behind Pepper Lane and the Robin Hill estate	Bloor Homes	185 four bedroom market homes, 40 three bed market homes; 75 affordable homes, of which 21 three bed, 52 two bed and 2 one bed
3	Land at the former golf course on Rectory Lane (Phase One)	Morris Homes, Persimmon Homes	3 five bedroom homes, 63 four bedroom homes, 26 three bedroom homes, 1 two bedroom home
4	Land at the former golf course on Rectory Lane (Phase Two).	Morris Homes, Persimmon Homes	(see above)
5	Land to the north of Rectory Lane	Countryside Properties	34 three bedroom market homes, 71 four bedroom market homes, 8 five bedroom market homes, and 37 affordable homes, of which 22 three bed and 15 two bed
6	Land off Old Pepper Lane	Redrow	29 four bed and 8 three bed homes
7	Land at Bradley Hall Trading Estate	HIMOR Group	148 dwellings, of which 20 two bedroom homes, 85 three bedroom homes and 43 four bedroom homes.
9	Land off Lurdin Lane, Chorley Road	Jones Homes	110 'mainly family homes'
10	Land off Rectory Lane	HIMOR Group	128 market homes of unspecified type
11	Land off Langham Road	Wainhomes	80 'two to five bed houses'
TOTAL			728 dwellings whose size is known, of which: <ul style="list-style-type: none"> • 2 (0.3%) one bedroom, • 88 (12%) two bedroom, • 236 (32.4%) three bedroom, • 391 (53.7%) four bedroom and • 48 (6.6%) five bedroom.

Sources: Planning statement for each development at www.wigan.gov.uk, AECOM calculations

4 Position of Wigan Council

43. As noted in our review of the two appeal decisions, Wigan Council opposed development exceeding the 1,044 dwellings at Standish that had already been given permission, on the basis of its impact on the Core Strategy's spatial distribution, whereby the aim was to direct most development to the largely brownfield sites in the East-West Corridor.
44. Unfortunately, as we have seen above, the Inspector at the appeals did not consider that allowing further development at Standish would cause 'material harm' to the spatial strategy and that Wigan's lack of a five-year supply of housing supply was felt to tip the balance in favour of a 'presumption in favour of sustainable development', as per the NPPF.
45. Having discussed the situation with the Council, it appears that they are almost as frustrated with the outcome of the appeals as Standish Voice. AECOM spoke to David Kearsley, the Council's Principal Planning Officer, who stated that the preparation of the emerging Wigan SHMA was driven in part by the recognition that, as highlighted by these lost appeals, more up-to-date and detailed evidence on housing need across the Borough was required, particularly given that the previous best available evidence was the Greater Manchester SHMA Update 2010¹⁵.
46. The Council stated that, although the draft SHMA was not complete at the time of writing (February 2016), the delay is explained largely by ongoing debate with relevant stakeholders over the quantity rather than the type of housing needed. This is good news for Standish Voice, as the Council indicate therefore that the draft SHMA's conclusions on housing type are likely to stand. As such, an HNA could be prepared to inform SV's neighbourhood plan policies on housing even before the SHMA is scheduled to be officially complete in June 2016.

Wigan Strategic Housing Land Availability Assessment (Wigan Council, 2015)

47. We have reviewed the Wigan Strategic Housing Land Availability Assessment (SHLAA), which comprises the Council's main evidence on the supply side- i.e. those sites submitted to the SHLAA by landowners/developers wishing to promote them for housing development. The SHLAA shows that all of the sites in Standish submitted had, by the time of writing (February 2016) either been given permission for development or were being determined, with the exceptions of the following:
- Land North of Victoria Colliery, off Cranleigh (owned by Ainscough Strategic Land).¹⁶
 - Land to rear of 43-99a Pepper Lane (owned by Bloor Homes and Persimmon Homes)¹⁷
 - Land rear of Rowton Rise (owned by Seddon Homes)¹⁸
48. The Victoria Colliery site, at over 15 hectares and with an assessed capacity of 306 homes, is large scale. As such, this could be a factor in it not being developed before 2026 given the existing over-supply at Standish in Core Strategy terms, though again it is Wigan Council being

¹⁵ Available online at

http://www.manchester.gov.uk/download/downloads/id/14074/gm_strategic_housing_market_assessment_shma_update_may_2010.pdf

¹⁶ See SHLAA Appendix G, Part 3, site reference SHLAA0274, available online at

<https://www.wigan.gov.uk/Council/Strategies-Plans-and-Policies/Planning/Local-plan/Background/Key-Local-Studies/WiganStrategicHousingLandAvailabilityAssessment.aspx>

¹⁷ See same document, site reference SHLAA0270

¹⁸ See same document, site reference SHLAA0276

able to demonstrate a five-year housing land supply that would be one of the most important factors in avoiding development here in the medium term.

49. However, the Rowton Rise and Pepper Lane developments, with capacity for 75 and 144 homes respectively, could come forward in a shorter timescale as it would be relatively easy to promote them for development and then develop, in the continuing absence of a five-year housing land supply.
50. The SHLAA has a base date of 1 April 2015 and was subject to consultation between June and July 2015. The fact that it is a recent assessment is on the face of it reassuring in the sense that apart from the three sites noted above, it could be assumed there are no other sites in or around Standish being promoted for development in the near future. However, in some circumstances, developers may choose to hold back a site they wish to promote for a variety of reasons, so this is by no means guaranteed.

The requirement to demonstrate a five-year supply of housing land

51. A review of the two applications currently being determined shows that on one of the two (specifically, Wainhomes' application for land off Langham Road), the applicant is claiming that Wigan still cannot demonstrate a five-year supply of housing land. The Planning Statement¹⁹ states (paragraphs 5.61-5.61):
52. *'The SHLAA claims that the Council is able to identify sites for 7,469 dwellings over the five year period between 1 April 2015 to 31 March 2020. However, the five year supply requirement is identified as 8,902, [and thus the SHLAA's 7,469 dwellings equate to a] 4.2 year supply. Consequently, the SHLAA acknowledges that the Council is currently unable to demonstrate a deliverable five year housing land supply.'*
53. As SV may be aware, the NPPF's requirement on local authorities to be able to demonstrate a five-year supply of housing land has led to numerous disputes between Councils and developers (both at appeals and Examinations in Public) over whether the Council really can demonstrate a five-year supply or not.
54. This tends particularly to be the case where the actual figure is close to five, as it is claimed to be by Wainhomes in this case. Later in the Planning Statement, a more detailed calculation of five-year supply, including, as required by the NPPF, a 20% buffer to allow for under-delivery in the past, reduces the claimed supply to 4.1 years, and the applicant claims this is a best-case scenario.
55. The applicant also quotes the Inspector at the recent Inquiry (para. 6.12), who concluded that the Council's supply *'is unlikely to be greater than around 3.7 years' (as at August 2015- and notwithstanding the Council's own assessment in the SHLAA that there is between 4.32 and 5.14 years' supply)*²⁰. Finally, the applicant concludes:
- 'As a result, planning applications for housing development benefit from the added presumption in favour of sustainable housing development. This means that applications should only be refused if the adverse impacts of doing so would 'significantly and demonstrably' outweigh the benefits (Paragraph 14 of the National Planning Policy Framework).'*
56. AECOM contacted Wigan Council to determine the Council's view on current years' supply of available housing land. The Council informed us that the position has not changed since the publication of the SHLAA and the Summer 2015 appeals; in other words, it remains the case

¹⁹ Application reference A/15/81542, available online at <http://kinnear.wigan.gov.uk/planapps/PlanAppsAppSearch.asp>

²⁰ SHLAA page 13.

that there is no demonstrable five-year housing land supply in Wigan, and therefore the claims of the applicant are substantially correct.

57. Moreover, and unfortunately for Standish, there seems little prospect of land in the East-West Corridor, owned by the Council or others, being brought forward over and above the SHLAA sites in the foreseeable future; the Council blame paragraph 49 of the NPPF²¹ incentivising developers to avoid tackling more difficult brownfield sites in cases where the presumption in favour of development applies, as it does at present in Wigan given that there is no demonstrable five-year supply of housing land.
58. The Council do, however, point out that more homes at Standish would not, however, improve the five-year supply position given that development would be likely to occur in the 6-10 year window in any case. They would not increase the delivery rate over the next five years, which is already sufficient given the existing permissions, and will simply be 'banked' for the 6-10 year period.

Standish Infrastructure Assessment (Wigan Council, 2013)

59. A Standish Infrastructure Assessment (SIA)²² was produced by Wigan Council in 2013. Part of the evidence base to inform planning decisions rather than a policy document, its aim is to demonstrate the infrastructure considerations and improvements that would need to accompany development of up to 1,000 homes at the Standish broad location as per the Core Strategy.
60. The SIA concludes (para 9.1) that *'the impact of development on the local transport network, including highways, public transport and walking and cycling, is the most fundamental consideration when determining how development should be distributed across Standish. The impacts on other elements of infrastructure are less geographical specific and do not change fundamentally wherever development is located within the broad location.'*
61. The Inspector at the Rectory Lane and Lurdin Lane planning appeals stated (paragraph 53 of both his Decision Notices) that he had taken the SIA into account in his decision-making. By implication, therefore, he found nothing within it to alter his conclusion that both applications should be allowed, even though it supported development of up to 1,000 units, and by allowing both appeals, development at Standish has now substantially exceeded this ceiling.
62. Specifically, he noted that the traffic and transport improvements it required were now being implemented, and in terms of education infrastructure he noted (para 58 of both his Decision Notices) that since the preparation of the SIA, classrooms at Shevington High School, which serves Standish, had been closed due to excess capacity, providing, in his view, evidence that the transport and education impact of both applications could be dealt with appropriately.
63. The SIA also states (para 1.2) that *'Policy SP4 identifies Standish as a broad location for new housing development with approximately 1,000 new homes on safeguarded land to 2026. However there is capacity for double that amount of housing on safeguarded land in Standish and there are parties interested in developing most, if not all of it.'*
64. However, despite this accurate statement, the SIA does not otherwise address the implications for infrastructure if the target of 1,000 dwellings at Standish were to be exceeded, and in this sense, the door was left open for developer-submitted evidence of manageable infrastructure impact once the target of 1,000 was exceeded. As this evidence was indeed successful in persuading the Inspector to grant permission at Lurdin Lane and Rectory Lane, the time may

²¹ 'Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.'

²² Available online at <https://www.wigan.gov.uk/Docs/PDF/Resident/Planning-and-Building-Control/StandishInfrastructureAssessmentNov2013.pdf>

now be ripe for an update to the SIA on the basis of developments at Standish since it was originally drafted, and this is covered in our recommendations below.

Wigan Allocations and Development Management Local Plan (Emerging, Wigan Council, 2015)

65. The Council has summarised its position on future development on Standish in a new 'Policy H3: Further Housing Development in Standish' in its emerging Allocations and Development Management Local Plan²³. Policy H3 states that:

'Further housing development on safeguarded land in Standish will only be permitted if:

1. *80% of the homes already permitted on safeguarded land as at 13 October 2015 have been developed and occupied in line with their respective planning permissions,*
2. *All of the necessary infrastructure works required through legal agreements for that level of housing have been completed and implemented, and*
3. *It is demonstrably evidenced that further housing development can be accommodated across the full range of transport, health, education, open space, community and utility infrastructure without detriment to the character and well-being of Standish as a viable place to live, work and visit.*

Prior to any additional development on remaining safeguarded land at Rectory Lane (south), a strategic green infrastructure corridor shall be provided between Rectory Lane and Fairhurst Lane, linking to the open space at the former Victoria Colliery site.

66. In the comments received by the Council on this policy, Standish Voice were welcoming of the policy but sought:

- The figure in 1 to be raised to 90%
- The words 'that level of housing' in 2 to be amended to 'all the housing already permitted on safeguarded land as of 13th October 2015'
- An additional point 4 stating 'Unless a local housing needs study concludes that a specific housing need has been identified within Standish'.

67. Some of the other comments on the proposed policy were from housing developers, as follows:

68. Persimmon Homes commented, in respect of their landholding at Pepper Lane. They objected to the site not being allocated and stated that they considered the criteria within the draft policy to be flawed because additional development within Standish would provide 'an opportunity to address affordable housing shortfalls in Standish and the immediate area'. They quoted the Core Strategy Inspector, who commented that the safeguarded land was required to meet identified housing needs and in particular to provide a realistic prospect of a five-year supply of housing land. However, Persimmon concedes that its land is not part of the safeguarded land.

69. HIMOR also commented on the draft policy in respect of their landholding east of Rectory Farm in Standish, forming part of the safeguarded land. They argue that the criteria in draft policy H3 are unjustified, as follows:

- the requirement for 80% of the committed dwellings to be complete before further development is unnecessary as impact assessment at the time of determination of both the committed and any further dwellings would be sufficient, and a further criterion is unnecessary;

²³ Available online at http://wigan-consult.limehouse.co.uk/portal/allocations_plan_initial_draft

- the cumulative infrastructure impact of all developments would also need to be considered at application stage anyway; and
- it is not justified that these requirements apply to Standish alone- they should apply to development across the Borough.

70. A further comment was submitted by Persimmon Homes and Morris Homes jointly. It argued that:

- The choice of 80% as a threshold appears arbitrary, inflexible and does not consider the impact of further appeals prior to the adoption of the (currently emerging) plan
- The requirement for necessary infrastructure to be in place does not sufficiently distinguish between infrastructure necessary at site-specific level or necessary at a settlement-wide level, and the former should not be used as a reason to limit development on other sites; and
- The third criterion unnecessarily replicates Policy SP4 of the Core Strategy, which states that proposals need to take account of infrastructure impact.

71. Persimmon Homes and Morris Homes also cited the recent appeal decisions in that the Inspector did not indicate that Standish is at the limit of its capacity to absorb development. They cited the fact that safeguarded land was specifically identified for the settlement's growth as evidence that this is not the case, and also evidence that Standish with Langtree ward is amongst the least affordable within Wigan, as indicated in the Wigan SHMA.

72. Seddon Homes also commented on the policy in respect of land at Rowton Rise. Again, they quoted the Inspector at the recent appeals and argued that limiting housing growth at Standish would be unlikely to slow the delivery of new housing in the East West Core. Specifically, they argue that Policy H3 is not positively prepared and that it is contrary to NPPF paragraph 47 (which seeks to 'boost significantly the supply of housing'), Core Strategy Policy SD1 (a presumption in favour of sustainable development) and NPPF para 14 (which is supportive of flexibility in plan-making).

73. Finally, Seddon Homes cite, in a similar way to other developers, the fact that policy should not be used to determine the infrastructure impact of proposals, as this is a matter for the development management process. Finally, they argue for an updated Wigan SHMA, as they feel this would be more supportive of new housing development.

5 Current housing need evidence base

74. The current housing need evidence base for Standish therefore appears to consist of the 2010 Greater Manchester SHMA Update and the emerging 2016 Wigan SHMA. A brief review of these documents could be helpful at this stage prior to a more detailed assessment of implications of the 2016 SHMA within a forthcoming Standish HNA.

Greater Manchester SHMA Update (2010)

75. The Greater Manchester SHMA Update, though very high-level and as such not mentioning Standish by name, includes a number of conclusions of relevance that SV could in fact deploy immediately to argue for a more appropriate housing mix for applications where it is yet to be determined. Its conclusions do not appear particularly supportive of large-scale provision of high-end executive/family housing in the sense that they include the following:

- (page 56) There is a continued need to diversify the housing offer available;
- (page 56) Demand for social rented stock remains high and in particular for family accommodation; supply is not meeting this demand however
- (page 57) Bridging the affordability gap should remain as a priority for Greater Manchester. Despite significant falls in average house prices, the lack of accessible finance means that in practice housing remains unaffordable for many.

76. More specifically for Wigan, the SHMA Update notes:

- (page 26) Wigan consistently has the lowest average house prices for detached properties (which could be an indicator of low demand, high supply or both- either way, it factors against further large-scale provision of detached properties);
- (page 36) Wigan has the highest proportion of semi-detached properties in Greater Manchester (46.5%) but the lowest proportion of flats (7.5%)
- (page 37) Wigan has the highest proportion of 5-6 room houses in Greater Manchester (58.4%) but less than the GM average provision of 1-4 room houses- indeed, Wigan has the lowest level of 1-2 bedroom houses in Greater Manchester.

Emerging Wigan Strategic Housing Market Assessment (SHMA) (2016)

77. The emerging SHMA²⁴ and its specific implications for development at Standish will be interrogated fully as part of Standish's forthcoming Housing Needs Assessment. However, the key headlines with relevance for Standish are as follows:

- (page 29) Standish is listed as among the areas of Wigan with higher levels of owner occupation and semi-detached and detached properties than the borough average. These areas also have stronger links with neighbouring areas as people are more mobile, have good access to motorways and trunk roads and commute longer distances than people in the inner area;
- (page 35) Standish has a high proportion of family households;

²⁴ Available online at <https://www.wigan.gov.uk/Council/Strategies-Plans-and-Policies/Planning/Local-plan/Background/Key-Local-Studies/Housing-Market-Assessment.aspx>

- (page 40) Standish is wealthier than the Borough average;
- (page 63) Standish has higher house prices than the Borough average;
- (page 69-70) Standish had the fourth lowest level of housing completions in the Borough between 2005 and 2014, with only 182 in total over this period (a rate of just over 20 dwellings per year);
- (page 82) That as a result of the above factors, Standish with Langtree is now the fifth least affordable ward in the Borough, with an affordability index of 7.1 (the Borough average is 6.5)
- (page 141) Perhaps unsurprisingly, affordable housing demand in Standish is high- as noted on page 142, it currently has only 10% social housing, the seventh-lowest in the Borough, and significantly less than the Borough average (17.35%)
- (page 181) In line with the Borough average increase of 23.65%, the number of pensioners in Standish with Langtree ward increased by 23.2% between 2001 and 2011, but as an absolute percentage (page 183) the ward has the third highest proportion of pensioners in the Borough.

78. The most important point for Standish is the SHMA's more general conclusion (pages 204 and 205) that states:

'the homes delivered need to be suitable for the needs of all households in the borough. The assessment has shown a range of housing need, including single people, families with children, and the elderly and vulnerable groups.

The average household size in the borough is reducing and there is now a growing mismatch between the supply of homes and reducing family size....the predominant house type in the borough is three bedroom semi-detached and the majority of new delivery is of larger family sized homes which will not meet the needs of smaller households.

A high proportion of pensioner households are living in large houses which may be better suited to families with children. Consultation with estate agents has confirmed that many older households are keen to downsize, for both financial and quality of life reasons, but are frustrated by the lack of attractive down-sizing options available locally..... as the proportion of older people in Wigan increases, so will their level of housing need.

An ageing population will also increase demand for housing related support and other health and social care services to enable older residents to remain in their own homes for longer. It is therefore important to promote the development of suitable housing tenures and types, including specialist supported housing solutions, to meet the needs of our ageing population and to mitigate some of the increases in demand for these services. Therefore, there will need to be a greater need for smaller accommodation of the type to meet future households needs, particularly elderly households....Options to address these challenges include:

- *Promoting the development of independent living options for older people, including specialist and supported housing solutions that offer more cost effective and better quality care solutions.*
- *Expand support services and aids and adaptations to enable older people to remain in their own homes for longer*

- *Influence house builders to include a better mix of housing on new developments, including the provision of attractive down-sizing options, including bungalows to better match housing supply to housing need.'*

79. Note that the SHMA had not yet been published at the time of the August 2015 appeals, and as such forms new, up-to-date evidence that can be used to influence the types of houses to be developed at Standish. Crucially, the high level of need for affordable dwellings and the high (and growing) level of pensioner households both provide evidence that a greater number of smaller dwellings in walkable/accessible locations is required.

80. As the provision of such dwellings is likely to trigger downsizing of older people into smaller units, the family-size housing becoming vacant could help to meet the no doubt sustained demand from families through a second-hand market, without needing to provide such high levels of new-build family housing.

6 Conclusions, recommendations and next steps

81. This final section draws together the evidence uncovered in this report into nine key recommendations for Standish Voice in respect of housing need and emerging Neighbourhood Plan housing policy at Standish.

Recommendation 1: Apply for the Housing Needs Assessment package through Locality

82. AECOM recommends that SV apply immediately for the HNA support package on receipt of the final version of this report. The HNA can form a third strand of housing need evidence for Standish alongside the emerging Wigan SHMA and this technical facilitation report.

83. A locally-specific Housing Needs Assessment would have the potential to verify and, if possible, challenge, some of the developer-submitted arguments against Policy H3 of the emerging Wigan Site Allocations plan, specifically in relation to affordability of housing at Standish, which has not been assessed since the 2010 Greater Manchester SHMA Update, and indeed appears never to have been assessed specifically for Standish itself since the Wigan SHMA in 2008, now substantially out-of-date.

Recommendation 2: Aim to help and support Wigan Council in demonstrating a five-year housing land supply

84. Our analysis of the appeal decisions indicates that there are a number of other avenues open to SV in seeking to resist further applications or appeals of the types analysed. Although a comprehensive, up-to-date HNA drawing as appropriate from an up-to-date Wigan SHMA will be very helpful, even more helpful would be Wigan being able to demonstrate a fully up-to-date, defensible five year supply of land, so that the Council can regain control of its spatial strategy in the face of developer challenge and rigid approach from the Planning Inspectorate in respect of national policy.

85. This could entail, for example, SV helping Wigan identify and allocate housing land in suitable locations within the Borough but away from Standish (now that Standish's own Core Strategy target has been exceeded).

86. For example, SV could review which housebuilders are promoting land in the Borough away from Standish (by reviewing the SHLAA and/or developer comments on relevant Wigan planning documents) and approach these developers to identify any ways to unblock constraints to development.

87. It could also include responding to relevant Council consultations in terms of supporting the EW Corridor strategy and/or forging ahead with a 'brownfield first' approach. Although it may appear unconventional for SV to focus in this way on land outside the immediate boundaries of Standish, clear support for new development within the EW Corridor is likely to be one of the most effective ways of redirecting that development away from Standish itself for the rest of the plan period.

88. CPRE Lancashire²⁵ have, like other branches of CPRE, worked for many decades to limit new greenfield development, and, as such, they may be able to provide useful advice on the best approach to use in the Wigan context, based on past experience in Wigan or elsewhere in Lancashire or beyond.

89. However, note that the Council has stated it has already been working hard to build the housing land supply but it has proven very difficult. In its proof of evidence at the 2015 planning appeals, the Council stated:

²⁵ Website: <http://www.cprelancashire.org.uk/>

'the Council has been active in trying to facilitate progress and therefore expedite delivery by:

- *Regularly liaising with landowners and developers to progress the submission of reserved matters applications, including with North Leigh Park Group at North Leigh; Peel at Garrett Hall; and with Morris and Persimmon, Wainhomes, Countryside Properties and Bloor Homes on their proposals at Standish. This regular liaison has all been at Director/Assistant Director level.*
- *Forming partnerships with developers to deliver planning permissions and bring large sites to the market e.g. North Leigh, South of Hindley, and Westleigh Waterfront.*
- *Offering up Council assets to unlock schemes and assist the delivery of key associated infrastructure e.g. at North Leigh, Landgate, Westwood.*
- *Using New Homes Bonus to assist delivery of housing sites.*
- *Agreeing Section 106 contributions below policy requirements where applicants can demonstrate non-viability. This is primarily in the form of reduced levels of affordable housing provision below the 25% target set in Policy CP6 of the Core Strategy e.g. at Rothwells Farm, Golborne where 17% has been agreed in 2015.*

In this context, the Council's inability to demonstrate a 5 year supply of deliverable housing sites clearly shows the lack of control the Council has in addressing its 5 year supply position.'

90. To these points could be added the possibility of the Council submitting a bid for funding from the HCA or DCLG to kick-start the development of new homes on brownfield land in the East-West Corridor or elsewhere in Wigan. Councils are encouraged to apply to the HCA's Local Infrastructure Fund²⁶ for this purpose. Additionally, in 2014, the Government announced the creation of thirty Housing Zones for brownfield sites across the country.²⁷
91. Although the first round of Housing Zones has now closed²⁸, Wigan Council should be encouraged to bid for future rounds, or at the very least enter into a dialogue with DCLG to discuss all options for promoting large brownfield sites, making use of existing or future funding initiatives.
92. There is also now the possibility for Wigan Council to explore initiatives offered by the Greater Manchester Combined Authority (GMCA)- for example, their Core Investment Fund, Low Carbon Fund, European Funds or Greater Manchester Housing Fund.²⁹

Recommendation 3: Consider an 'upper limit of development scale' policy

93. One further option open to the group is to consider a policy placing an upper limit on the size of each individual development, which should have the effect of avoiding oversupply at Standish for the rest of the Wigan Core Strategy period in the event that developers continue to submit applications here and/or the Council continues to lack a five-year supply of housing land and/or the Planning Inspectorate continues to apply national policy rigidly.
94. SV may be aware of precedents from other neighbourhood plans in this regard. One of the very first neighbourhood plans, Tattenhall in Cheshire, was the subject of a High Court judgement in part because developers (including Wainhomes, also active in Standish) disagreed with its aim to limit individual developments to no more than thirty homes each. However, the judge found in

²⁶ See <http://cfg.homesandcommunities.co.uk/ourwork/local-infrastructure-fund>

²⁷ See <https://www.gov.uk/government/collections/housing-zones>

²⁸ <https://www.gov.uk/government/news/areas-shortlisted-to-become-englands-first-housing-zones>

²⁹ See https://www.greatermanchester-ca.gov.uk/info/20002/investment_strategies

favour of the Neighbourhood Plan, meaning the policy stayed in place and now carries legal weight. This is encouraging for Standish. The Tattenhall Neighbourhood Plan³⁰ states:

“This plan is not anti-development and the community understands the need to accommodate housing growth. But there is great concern that new development in Tattenhall could erode the very qualities that make the village special if it is not carefully managed in terms of its scale and design. The next layer of growth for the village must create developments of quality which contribute to the character of the village and which provide local benefit. It must be more than an exercise in meeting housing supply ‘numbers’ by the addition of characterless estates on the rural fringes of the village more typical of suburban developments. Our objective, therefore, is to enable the provision of a choice of new homes to meet the needs of all sections of the community in a manner which respects the character of the village and wider parish.”

95. However, more recently, also in Cheshire, an Examiner required Sandbach Neighbourhood Plan to strike out exactly the same policy.³¹ Although the neighbourhood plan justified the policy in terms of “the strong community desire to avoid larger homogenous developments which are not well integrated into the existing settlements”, the Inspector considered that the plan should be less rigid in case of a future housing shortfall at the Cheshire East level. This would, stated the Inspector, ‘ensure that future decisions about the scale and location of additional housing development are plan-led rather than piecemeal which seems to be one of the principal concerns raised during preparation of the plan’.
96. The inspector also noted said he noted concerns “raised by house builders and others that restricting future housing growth to smaller sites of up to 30 dwellings may threaten the viability of schemes and is not consistent with the town’s current role (and identified role in the emerging Local Plan) in the settlement hierarchy, and could constrain future housing supply, including the supply of affordable housing.”
97. Although on the face of it this seems to be inconsistent with the Tattenhall decision, it appears to have been motivated by a lesser degree of certainty over future housing supply at Sandbach- emphasising the importance of Councils, including Wigan and in this case Cheshire East, being able to demonstrate a future supply of housing land.
98. In the case of Standish, it is hoped (but by no means guaranteed) that an Inspector would look more favourably on any such policy in the light of the village’s Core Strategy housing target already having been exceeded at an early stage in the Core Strategy period- unlike at Sandbach, where the emerging Cheshire East Local Plan has, at the time of writing, not yet been adopted. Again, were such a policy included, demonstrating elsewhere in the Neighbourhood Plan that SV is actively and positively welcoming development that can meet evidenced local need would likely carry weight in the Inspector’s decision-making process.
99. However, note also the Inspector’s conclusion at Sandbach that ‘While restricting the scale of individual housing developments in smaller settlements and villages may be a realistic way of conserving the form and character of settlements that is not necessarily an appropriate response in the case of larger settlements’. For Standish, it is a judgement for the Inspector as to whether it counts as a ‘larger’ or a ‘smaller’ settlement- though some comfort could be derived from the fact that in the Census 2011, the population of Standish (12,182 residents)³² was smaller than that of Sandbach (17,976 residents).
100. Note also that as soon as developers get wind of such a policy, which would make the delivery of larger sites such as land north of Victoria Colliery far more difficult, you would be

³⁰ Available online at <http://tattenhallpc.co.uk/wp-content/uploads/2013/07/Tattenhall-Neighbourhood-Plan.pdf>

³¹ For the Inspector’s report, see http://www.cheshireeast.gov.uk/planning/neighbourhood_plans/sandbach-neighbourhood-plan.aspx

³² Population of Standish and Langtree Ward in 2011 Census.

opening yourself up to potential legal challenge and/or a rush of last-minute larger outline applications to beat the neighbourhood plan coming into effect.

101. Note also that experience elsewhere suggests that developers tend to challenge these kinds of policy on the grounds that they are arbitrary or not sufficiently evidenced as having the support of the community. This suggests that if this policy is a solution that Standish would consider, it will be very important to build a sound evidence base supporting the upper limit, including a full consultation audit trail, and testing the draft policy through public events. For example, you could seek the views of local people on recent smaller developments versus their views on recent larger developments to determine the precise cut-off point you would use as a maximum.

Recommendation 4: Comment on Reserved Matters applications to influence type of housing developed

102. AECOM also notes that, as well as the two applications being determined at the time of writing (Site IDs 10 and 11, both as outline applications only), the following applications also have outline permission only, meaning there should still be some scope to influence their housing mix in favour of local need at the time that reserved matters is applied for:

- Site ID 4 (Phase 2 of former golf course, Rectory Lane)³³
- Site ID 7 (Land at Bradley Hall Trading Estate)³⁴
- Site ID 9 (Land off Lurdin Lane, Chorley Road)

103. We recommend that SV stay in close contact with the relevant Case Officers at Wigan Council to ensure that they are made aware when reserved matters are applied for on each of the above outline permissions, as this will give the group the opportunity to put forward their case for a housing mix based more on the needs of local people, given that the Council must take into account comments received at the reserved matters stage, just as at outline permission stage.

104. The fact that the two appeal sites (Site IDs 4 and 9) appear on this list, incidentally, explains why there was no discussion of housing type at the appeals themselves- because this consideration was not relevant at outline stage.

105. As such, the Planning Inspectorate has not needed to provide any view in support of or in opposition to the proposed housing mix within any recent applications at Standish. However, our conversations with Wigan Council in this respect are at least encouraging, with the emerging SHMA appearing to provide support for smaller houses, and as such it could very well be a material consideration when the Council determines reserved matters on all five of the sites where housing mix is yet to be determined.

106. SV should, in its comments on these five reserved matters, refer to the emerging SHMA now forming a material consideration, as well as cross-referring the conclusions of the SHMA with **Table 2** of this report to demonstrate that there is a significant risk of over-supply of executive housing if the outstanding dwellings are not smaller units more in line with local need. At the

³³ Reserved matters for Phase 1 of the former golf course, Rectory Lane has recently been approved

³⁴ Note that although this application is outline only at the time of writing, the drawing submitted as part of the application shows 118 semi-detached units, 14 terraced units and 16 detached units, suggesting that its eventual housing mix may at least be a little more aligned with Wigan's stated need for smaller units than some of the other recent applications. HIMOR are currently still seeking a developer to sell the site to, so it appears unlikely to come forward in the immediate term.

same time, AECOM will seek to develop a Standish HNA in a timely manner so that it, too, can influence the SV comments.

Recommendation 5: Argue that further development would not accord with the NPPF

107. Paragraph 49 of the NPPF comes into play when a local authority cannot demonstrate a five-year housing land supply (as is currently the case in Wigan), but tips the balance in favour of the developer only where the development is demonstrably sustainable as detailed in NPPF paragraph 14.³⁵ Supported by the SHMA and the forthcoming HNA, and ideally by further supply-side evidence (see Recommendations 6 and 7 below) it should be possible to make the case that further development of executive housing would damage Wigan's economic, social and environmental sustainability by generating adverse impacts such as:

- Encouraging out-commuting to jobs outside Wigan and therefore not growing the Council's own economic base; and/or
- Not meeting the needs of the local population, leading to the creation of two communities side-by-side but not interacting- thus creating a lack of social integration between large suburban estates of out-commuters and existing residents in smaller dwellings closer to the urban core; and/or
- Promoting the use of cars, by providing housing with garages and generous parking aimed at high-income families close to a motorway junction, without sufficient consideration of new public transport infrastructure. It is particularly notable that in none of the documents reviewed by AECOM for this report, either supporting or resisting development, does there seem to have any mention of Standish's lack of railway connections, whereas there are ten railway stations across the rest of the Metropolitan Borough³⁶

108. Wigan Council notes, and AECOM agrees, that the more developments aimed mainly at car-based commuters come forward at Standish, the more likely an Inspector would be to attach weight to these issues and the greater the degree of uncertainty that any development would accord with NPPF paragraphs 14 and 49, which are material consideration in planning decisions.

109. Wigan Council quoted NPPF paragraph 14, as well as commenting on the unsustainability of the housing types being delivered, when it argued against the applications at the 2015 planning appeals.

Recommendation 6: Highlight supply-side constraints

110. AECOM's experience of neighbourhood planning suggests that where neighbourhood groups are seeking to limit development for any reason, it is generally easier to do so on the supply side rather than the demand side, partly because demand for housing across England is high in most places, and particularly in wealthier, more accessible locations like Standish- whereas supply-side constraints apply for almost any side.

111. This would entail building a case against development on the following possible grounds, depending on the individual site(s) in question:

³⁵ Which states: 'planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework as taken as a whole'

³⁶ Specifically: Atherton, Bryn, Gathurst, Hag Fold, Hindley, Ince, Orrell, Pemberton, Wigan North Western, and Wigan Wallgate.

- Landscape and visual impact
- Heritage impact
- Ecological impact
- Agricultural land impact
- Infrastructure impact (including, for example, schools and health services)
- Flood risk (including surface water flooding)
- Transport and traffic impact
- Urban design (including layout, massing, architecture and so on)
- Spatial impacts (e.g. risk of coalescence of two or more settlements)
- Cumulative impacts

112. It appears to be the view of Wigan Council that, before long, it is the cumulative impacts of the permissions (in particular, traffic impacts) that may have the greatest potential to impact negatively on Standish, and indeed this was a central argument in the Council's proof of evidence at the 2015 appeals. As such, this could be one of the more fruitful lines of argument.

Recommendation 7: Lobby the Council to develop an updated Standish Infrastructure Assessment

113. Linked with, but separate from, Recommendation 6, is the opportunity for Wigan Council to develop its own supply-side evidence base on the impact of further development at Standish by updating its existing Standish Infrastructure Assessment. This is considered important as the SIA carried weight at the Lurdin Lane and Rectory Lane appeals, but is effectively now out-of-date due to the large amount of development at Standish since it was prepared in November 2013.

114. An updated SIA should be developed to make clear the full supply-side impacts of further development at Standish, taking all development that has recently been granted permission (both at appeal and otherwise) as its baseline. It may be the case that further development may have such onerous infrastructure requirements that developers are deterred from further applications.

115. In particular, it appears that an updated SIA would have the potential to provide evidence rebutting many of the developer-submitted arguments against Policy H3 of Wigan's emerging Site Allocations plan.

116. However, there is of course also the risk that an updated SIA could demonstrate significant infrastructure capacity remaining at Standish. Although, on the basis of the evidence interrogated by this report, this is considered unlikely to say the least, it is nevertheless a possibility that SV should consider before choosing to lobby the Council to update the SIA.

Recommendation 8: Continue working closely with and sharing information with Wigan Council

117. Researching and developing this report has made it clear to AECOM that, following the publication of the SHMA, the positions of SV and Wigan Council on further development at Standish are now very similar. Although in the past this may not have been the case, and communication may have been limited between the two organisations, it seems that it is now in

the mutual interest of both to co-operate closely on the planning of Standish; indeed, there is in any case a legal obligation on the Council³⁷ to support neighbourhood planning efforts within its area.

118. AECOM understands that the relationship between SV and Wigan Council has been improving recently in the face of continuing developer challenge driven by the Council's lack of a five-year housing land supply. We recommend that SV and the Council continue to improve their relationship by working together, sharing information, and finding common ground in terms of housing evidence base and policy, with a view to strengthening the case against further large-scale development of housing at Standish that does not appear to meet the needs of local people.
119. One specific issue for SV to draw the Council's attention to is the Inspector's comment in paragraph 105 of his report on the Core Strategy that '*there is a need to modify Policy SP4 [of the Wigan Core Strategy] tomake it clear that such proposals [for new development] would need to reflect the scale and form of development envisaged in each broad location*'. Clearly, this is an amendment that could be beneficial for Standish.

Recommendation 9: Consider instigating judicial review of any further successful appeals

120. This report has been prepared by AECOM town planning specialists rather than planning law experts. With this caveat in mind, there could nevertheless be merit in seeking legal advice on launching a judicial review (i.e. legal challenge) of any further successful appeals for development. Though this could be relatively expensive and is not to be undertaken lightly, it is nevertheless helpful to consider this option as a last resort.
121. Any such challenge could draw from and build on the case against further development presented in this document, the forthcoming Housing Needs Assessment, and/or site specific considerations of supply-side constraints, either infrastructural (possibly supported by an updated SIA) or otherwise.
122. Wigan Council, sharing many of the same concerns as SV, could potentially be a useful ally in any challenge- on this basis, should SV decide to launch a challenge at any point, we recommend discussing it with Wigan Council first.
123. Note that any judicial review of a planning determination must be launched within six weeks of the application being determined. There is a lot of helpful information online about the judicial review process; in particular, CPRE have a useful overview on their website.³⁸

³⁷ For further details, see <http://planningguidance.communities.gov.uk/blog/guidance/neighbourhood-planning/the-role-of-the-local-planning-authority-in-neighbourhood-planning/>

³⁸ Available at <http://planninghelp.cpre.org.uk/improve-where-you-live/how-to-challenge-a-planning-decision/court-challenges>

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Housing Needs Assessment

Standish Voice, Wigan

July 2016
Final Report

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Glossary of terms used in text

DCLG	Department for Communities and Local Government
HNA	Housing Needs Assessment
LSOA	Lower Super Output Area
MSOA	Middle Super Output Area
NPPF	National Planning Policy Framework
OA	Output Area
ONS	Office for National Statistics
PPG	Planning Practice Guidance
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment

Executive Summary

1. The 2011 Localism Act introduced neighbourhood planning, allowing parish/town councils and neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area.
2. As more and more parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that the development of policies needs to be underpinned by robust, objectively assessed housing needs data.
3. In the words of the National Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgments, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
4. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
5. Our brief was to advise on data at this more local level to help Standish Voice understand, among other matters, the type and tenure of housing needed to inform neighbourhood plan policies.
6. This Housing Needs Assessment for Standish is the second of two AECOM studies aimed at developing the evidence base for Standish Voice's Neighbourhood Plan. The first was a Technical Facilitation Report aimed at addressing a number of housing issues that, while relevant to the village, were outside the scope of a Housing Needs Assessment, which, in line with relevant Government guidance, should cover the demand for housing alone.
7. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.
8. In order to understand what type of housing is needed, we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on housing characteristics such as dwelling size, type and tenure.
9. The PPG states that:

'no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes'

10. It continues: *'Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance'*.
11. Compared with the 2001 Census, the 2011 Census gathered data across a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if a PPG-based approach is being used.
12. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also have an important role to play, to a perhaps greater extent than at local authority level. We have gathered data from as wide a range of sources as practicable in order to ensure the robustness of conclusions and recommendations arising from the analysis of that data.
13. One of the conclusions of the Technical Facilitation Report was that Standish's share of the Wigan housing target has already been met, and indeed exceeded, by extant planning permissions. As such, this housing needs assessment did not need to investigate the quantity of housing needed.
14. Instead, it has assessed, based on the data uncovered, the components and characteristics of future housing need.
15. The table below summarises the data we have gathered with a potential impact on the characteristics of the housing needed in the neighbourhood, and should be treated as the key output of this study to take forward to inform the housing policies of the Neighbourhood Plan. Factors are in alphabetical but no other order.

Table 19: Summary of local factors specific to Standish with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Affordable housing	Wigan Draft SHMA, Local Plan, Leigh Homes current waiting list for Standish, Zoopla	<p>Standish is among the least affordable parts of the borough for those on lower incomes. Around 41% of newly forming households are unable to access the owner occupation tenure, and even 38% cannot access private rental units. As such, there are high levels of demand for affordable housing at Standish. There is a future need for more affordable housing as the annual net shortfall is increasing. However, there is less need for new socially rented properties as the majority of need for such homes will be met through re-lets.</p> <p>SHMA notes a lack of affordable housing options for older people; affordable bungalows and leasehold sheltered accommodation are both needed. More generally, the affordable housing supply is not currently meeting the needs of those on the housing register. Among those needing affordable housing, almost 90% of applicants over the age of 60 need a one bedroom home. However, many would actually prefer a two-bedroom home, ideally a bungalow.</p> <p>Local Plan seeks 25% affordable housing on all sites of 10 or more dwellings where viable. Half of these affordable dwellings should be for social or affordable rent (though note more recent SHMA conclusion that there is less need for social housing) and half for intermediate housing.</p> <p>The current waiting list for Standish shows 29% of households want a one bedroom flat, 3% a two-bedroom flat, 16% a two bedroom house, 6% a three bedroom house, 36% a one bedroom bungalow, 6% a two bedroom bungalow. Overall, more than 96% are looking for one or two bedroom units.</p>	<p>The existing outline permissions at Standish will provide a welcome boost in terms of affordable homes for the area, and a condition of their approval was that they accord with adopted Wigan policy on affordable homes.</p> <p>We consider Standish Voice should work closely with Wigan Council to ensure that the affordable homes required at Standish are delivered in policy-compliant quantities on the sites with permission, in light of the evidenced level of affordable housing need in the village.</p> <p>Evidence suggests that there is a higher level of need for intermediate housing than for social housing. In particular, affordable housing should be focused on meeting the needs of the older population, and, as such, the affordable housing provided should comprise one and two bedroom homes, a significant proportion of which are bungalows and/or are otherwise easily accessible and designed with the specific needs of the elderly in mind.</p> <p>The broad proportions of affordable housing to be provided should be 95% one and two bedroom homes and 5% three-bedroom houses. Within the one and two bedroom homes, about 30% should be one bedroom flats, 5% two-bedroom flats, 20% 2 bedroom houses, 40% one-bedroom bungalows and 5% two-bedroom bungalows.</p>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Dwelling size	Wigan Draft SHMA, Local Plan, Census	<p>Currently, household size is average for Wigan but there is a current and forecast increase in single person and lone parent households, and a forecast reduction in family households; as such, there is a forecast reduction in household size. However, there is also a forecast increase in commuters, particularly in most affluent parts of Wigan, including Standish.</p> <p>There is an existing mismatch between supply of and demand for smaller homes- Standish currently has oversupply of 4-5 bedroom dwellings and an undersupply of 1-2 bedroom dwellings (larger dwellings than Borough average).</p> <p>Across the Borough, three bedroom dwellings are most common. Many pensioners currently living in larger dwellings which would be more suitable for families. New supply should be focused on one and two bedroom units, but there is also a much lesser proportion of need for four bedroom units for families. Currently, rates of under-occupation are high and rates of over-crowding low, showing need for smaller dwellings. Local Plan seeks to meet need in terms of dwelling size. A slightly above average increase in 16-24 year olds in recent years could also drive demand for smaller (e.g. 1-2 bed) units.</p> <p>Some forecast demand in future from commuters will drive need for a limited proportion of larger (3+ bedroom housing).</p>	<p>Among market homes, the majority to be provided should also be smaller (1-2 bedroom units) to meet the needs of the forecast increase in single person and lone parent households. However, this may have viability implications and as such we recommend that Standish Voice and Wigan work together with developers to ensure smaller dwellings can be delivered viably.</p> <p>This may well require the developer to provide an 'open book' assessment of viability. As this is not a requirement of the adopted Core Strategy, we recommend Standish Voice consider including it as a policy in the Neighbourhood Plan, subject to Wigan Council's approval.</p> <p>There is a forecast increase in commuters and the evidence suggests that Standish will continue to be attractive to this sector of the population. As such, a much lesser proportion of the new homes to be provided could be larger (three and four bedroom) dwellings, but the provision of these should be limited due to existing over-supply, and bearing in mind that provision of new smaller dwellings will in any case free up existing under-occupied dwellings for families and commuters.</p>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Dwelling tenure	Wigan Draft SHMA, Local Plan, Census	<p>Current lack of opportunity for households to be owner-occupiers due to lack of affordable dwellings; providing smaller dwellings should help address this concern. There is demand for affordable tenure even among existing owner-occupiers- these are older people whose market properties are not able to meet their medical or care needs.</p> <p>Local Plan seeks to meet need in terms of dwelling tenure. Census data shows high (but slightly declining) levels of owner-occupation and much lower than average privately rented and socially-rented properties at Standish. However, the rate of private rentals is increasing while the rate of social rentals is decreasing.</p>	<p>See previous conclusions on providing far more smaller dwellings- this should help meet the needs of those wishing to but currently unable to become owner-occupiers.</p> <p>Likewise, freeing up existing owner-occupied dwellings through older people moving into smaller affordable units should have the effect of reducing local house prices as a greater supply comes onto the market.</p> <p>The new market housing to be provided will likely be popular among both owner-occupiers and among those wishing to buy to let. The planning system has little control over the functioning of the market in this way, but the evidence suggests an increase in both tenures would likely meet the existing high levels of housing need/demand.</p>
Dwelling type	Wigan Draft SHMA, Local Plan, Census	<p>Standish has higher than average existing levels of detached homes, and lower than average terraced properties; predominant dwelling type across Wigan is semi-detached (which is less the case in Standish). There are significantly fewer flats than the national average. The majority of smaller dwellings across Wigan are pre-war terraced units, less suitable for older people. SHMA concludes that new flats, houses and bungalows are all needed. Local Plan seeks to meet need in terms of dwelling type.</p>	<p>As per previous conclusions, we recommend that the new dwellings to be provided should be a mix of houses, flats and bungalows, designed to meet the needs of a range of population sectors, but with a particular focus on smaller dwellings, bearing in mind the need for a particular focus on homes for older people.</p> <p>There is a current under-supply of flats and of modern terraced housing, and as such, these dwelling types should be particularly encouraged. Although it is accepted that the local context suggests a proportion of the new dwellings coming forward would be semi-detached and detached, the neighbourhood plan should seek to avoid an over-provision of new detached dwellings.</p>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Housing for older people	Wigan Draft SHMA, Census	<p>SHMA points out that one in six Wigan residents are pensioners and that the proportion in Standish is the third highest in Wigan; confirmed by Census. There are fewer, and declining, numbers of younger people, meaning fewer large families, and large increases in over 45s.</p> <p>Demographic projections show proportion of older people likely only to increase above North West average, with 72% of all population increase being people of pensionable age and 65% of all homes needed being for over-65s. The majority of retirement housing should be small, accessible units for independent living (i.e. rather than care homes).</p> <p>Downsizing is forecast to increase in frequency from existing larger units; current evidence that many older people want to downsize, but there is a lack of suitable units to downsize into. The proportion of the very old (85+) in Standish is in line with Wigan and England averages, and there are relatively fewer households looking after family or long-term sick/disabled</p>	<p>The evidence suggests that around 65% of all new homes to be provided should be aimed specifically at the needs of the population over the age of 65.</p> <p>The evidence also suggests that the majority of new homes for older people should be downsizing units for independent living, with a lesser proportion of specialist housing solutions like care homes.¹</p> <p>As per our conclusions above, the affordable housing offer should include a proportion of specialist accommodation for those no longer able to live fully independently. Likewise, there is likely to be a demand for a small proportion of specialist accommodation for sale on the open market.</p> <p>Calculations based on the 2011 Census and Wigan SHMA indicate a need for a minimum of 19 enhanced sheltered units and 24 extra care units in Standish, to be provided on the open market for sale and leasehold.</p> <p>However, in the shorter term, the proportion of the very elderly is around average and there are fewer long term sick/disabled, suggesting that demand for care home accommodation would be more constrained until later in the plan period.</p>

¹ More detailed information about the increasingly wide and specialised range of housing options for older people is available in the Strategic Housing for Older People Resource Pack, published by the Housing Learning and Improvement Network, and available at <http://www.housinglin.org.uk/library/Resources/Housing/SHOP/SHOPResourcePack.pdf>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Recent supply of housing	Wigan Draft SHMA, Census	<p>SHMA notes that the recent supply of housing has been larger family homes and as such, there is an oversupply of this type of unit because very few smaller homes are being developed at present across Wigan, meaning there is an existing undersupply of accessible bungalows and apartments.</p> <p>There therefore needs to be a better mix of housing on new developments including the provision of attractive down-sizing options, including bungalows and freehold and leasehold sheltered accommodation. Between January 2010 and June 2013, 52% of all homes on larger sites were four bedroom detached homes, with fewer smaller homes and apartments being built, and this trend appears to be continuing as of 2015-16.</p> <p>Census shows recent increase in three room households in Standish but decreases in one, two, four and five room households, and increases in seven and eight room households.</p>	<p>As per previous conclusions, Standish Neighbourhood Plan should be very clear that the evidence, including the SHMA and the Census shows a high existing oversupply of larger, detached homes.</p> <p>As such, smaller homes, including accessible bungalows and apartments for older people, should be strongly supported by the neighbourhood plan.</p> <p>At the same time, any proposals by developers for a significant number of new larger (three bedroom plus) and/or detached homes should be discouraged.</p> <p>Where such dwellings are proposed, developers should be required to provide robust local evidence of need, given that the existing evidence base interrogated by this report appears to indicate so strongly that it is smaller dwellings that are most in need and that need from older people appears to significantly outweigh need from younger or middle-aged families.</p>

1 Introduction

Housing Needs Assessment in Neighbourhood Planning

16. The 2011 Localism Act introduced neighbourhood planning, allowing parish/town councils and neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area.
17. As more and more parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that the development of policies needs to be underpinned by robust, objectively assessed housing needs data.
18. In the words of the National Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgments, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
19. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
20. Our brief was to advise on data at this more local level to help Standish Voice understand, among other matters, the type and tenure of housing needed to inform neighbourhood plan policies.

Local Study Context

21. Standish is a large village within the Wigan Council area with a population of 12,281 (2011 Census for Standish with Langtree ward). It is around three miles north of Wigan town centre and benefits from excellent road transport connections, being only a mile east of M6 Junction 27, which provides connections to Warrington, to Liverpool and Manchester via the M62 and, further afield, to the West Midlands, Lake District and Scotland.
22. Although the village itself no longer has a railway station, it is close to the Wigan stations, which also provide good access to a range of destinations to the north, south, east and west, including Birmingham and London. The nearest major airport is Manchester, accessible via the M56 and by rail via Wigan and Manchester.
23. The Neighbourhood Plan area does not correspond exactly to administrative boundaries, either Standish with Langtree ward or otherwise. As such, we have investigated which of the many National Statistics divisions² can be aggregated to provide the best fit for the neighbourhood area, and have concluded that the following mixture of one Middle Super Output Areas (MSOA), three Lower Super Output Areas (LSOAs) and four Output Areas (OAs) is the most appropriate to use:
 - MSOA Wigan 002;

² For Census purposes, National Statistics divides the whole of England into a hierarchy of statistical divisions. Each Local Authority Area contains a number of MSOAs, each MSOA contains a number of LSOAs, and each LSOA contains a number of OAs, which are the smallest division possible. For more details, including maps of all areas, please see <http://www.neighbourhood.statistics.gov.uk/dissemination/>

- LSOAs Wigan 001A, Wigan 001C and Wigan 001D; and
- OAs E00032315, E00031580, E00031611, and E00168459.

24. For planning purposes, Standish is covered by the adopted Wigan Local Plan Core Strategy.

25. Standish is also part of the Wigan Housing Market Area, and as such, the draft Wigan Strategic Housing Market Assessment (SHMA) is highly relevant to this housing needs analysis and will be interrogated as appropriate.

Technical Facilitation Report

26. This Housing Needs Assessment for Standish is the second of two AECOM studies aimed at developing the evidence base for Standish Voice's Neighbourhood Plan. The first was a Technical Facilitation Report aimed at addressing a number of housing issues that, while relevant to the village, were outside the scope of a Housing Needs Assessment, which, in line with relevant Government guidance, should cover the demand for housing alone.

27. The Technical Facilitation Report, operating under no such restrictions, was able to address a combination of the supply and demand-side factors influencing current and future housing provision at Standish.

28. The single most important finding of the Technical Facilitation Report for the demand side analysis of housing at Standish was that Standish's quantitative housing need for the Wigan Local Plan Core Strategy period had already been met through a number of existing outline permissions. As such, we have already determined that Standish's outstanding housing target to 2026 is effectively zero.

29. However, the Technical Facilitation Report also determined that, as the majority of the housing provision with permission at Standish has been granted in outline form only, and that neither the applications nor the determination process covered the type of housing to be developed, a future Housing Needs Assessment (i.e. the present report) was nevertheless required, as it would provide additional information in terms of the type of housing that should be delivered to meet local needs alongside those of the wider housing market area.³

30. For this reason, although most Housing Needs Assessments seek to answer two main questions (namely, 'how much housing is required?' and 'what type of housing is required?'), this Housing Needs Assessment now only needs to answer the second question, and, as such, does not address the quantity of housing needed, as detailed conclusions and justification on this point are already provided by our Technical Facilitation Report.

³ Government guidance makes it clear that both categories of need should be addressed. Any Housing Needs Assessment confining itself to local needs only would be incomplete, and Neighbourhood Plan housing policy based on such an incomplete assessment would run the risk of failure against the Basic Conditions.

2 Approach

PPG-Based Assessment

31. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

Summary of Methodology

32. As previously explained, this report focuses on the type of housing needed rather than the quantity needed. In order to understand what type of housing is needed, we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on housing characteristics such as dwelling size, type and tenure.
33. The planning period of neighbourhood plans, where possible, should always be aligned with the relevant local plan, and this assumption was also made for the purposes of our Technical Facilitation Report. In the case of Standish, this would mean aligning with the Wigan Local Plan Core Strategy period, which extends from 2011 to 2026.

Gathering and Using a Range of Data

34. The PPG states that:

'no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes'.

35. It continues: *'Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance'.*
36. Compared with the 2001 Census, the 2011 Census gathered data across a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if a PPG-based approach is being used.
37. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also have an important role to play, to a perhaps greater extent than at local authority level. We have gathered data from as wide a range of sources as practicable in order to ensure the robustness of conclusions and recommendations arising from the analysis of that data.

Focus On Demand Rather Than Supply

38. As previously noted, our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that *'the*

assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.'

Study Objectives

39. The objectives of this report can be summarised as:

- collation of a range of data with relevance to housing need in Standish relative to Wigan and the wider housing market area as a whole;
- analysis of that data to determine patterns of housing need and demand; and
- setting out recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.

40. The remainder of this report is structured around the objectives set out above:

- Chapter 3 sets out the data gathered from all sources; and
- Chapter 4 sets out our conclusions and recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.

3 Relevant Data

Local Planning Context

Draft Wigan Strategic Housing Market Assessment (Wigan Council, October 2015)

41. The draft Wigan Strategic Housing Market Assessment (SHMA)⁴ can be interrogated for its conclusions relevant to housing type needed at Standish. To ensure a clear, comprehensive analysis, we have broken down the draft SHMA conclusions by topic area into a number of relevant sub-headings, as follows:

- Ageing population;
- Household type;
- Economic performance;
- Dwelling tenure;
- Dwelling type;
- Dwelling occupancy;
- Dwelling size; and
- House prices and affordability.

Draft SHMA conclusions on ageing population

42. The draft SHMA notes that one in six residents (19.8%) in the 2011 Census was of pensionable age. This is comparable with the regional and national averages. However, the proportion in Standish and Langtree Ward (23.6%) is, at the third highest of all Borough wards, much higher than average. Although around 65% of Wigan residents were of working age, which is also comparable with regional and national averages, the ageing population is underlined by the fact there were fewer younger adults aged 16-29. There was also a reduction in residents aged between 0-15 and 30-44 between 2001 and 2011.

43. Over the same time period, there were substantial increases in the 45-64 and 65+ age groups, with an 18.9% increase in over-65s between 2001 and 2011, significantly higher than growth within this age group in Greater Manchester (5.5%), the North West (8.8%) and England (10.9%). Population loss due to migration, although low, has been largely amongst the 16-24 age range.

44. In future, demographic projections (both ONS and the Greater Manchester Forecasting Model, or GMFM) show that there will be a notable increase in the proportion of older people residing in Wigan by 2026- an increase of 31.6% in over 65s. This rate of increase is higher than the North West average, and accounts for around 72% of the overall increased population forecast.

45. The draft SHMA notes that this is likely to generate demand for appropriate retirement housing as the needs of residents change and public services enable older people to live independently for longer. However, the majority of older people are expected to continue to live in their own

⁴ Note that although the SHMA is still in draft form, Wigan Council advised at the time of our Technical Facilitation report that its conclusions are unlikely to change significantly, and in particular, its conclusions on housing type are less likely to change.

home; therefore there will be a need within the general housing stock for smaller and more accessible, better adapted accommodation to suit their needs.

46. Additionally, as incomes and household budgets are squeezed, older households are more likely to consider downsizing into smaller accommodation. Within the social rented sector, there has been a policy shift to encourage older households to occupy homes better suited to their size. Within the private sector, households are likely to consider the benefits of downsizing, in terms of reduced household bills, ease of maintenance and release of equity, if suitable attractive homes are available.
47. However, the evidence presented by the draft SHMA indicates that the majority of new private housing delivery in recent years has been larger family homes, with very few smaller homes, including accessible bungalows and apartments, being developed in the borough. A gap in the market for this type of accommodation is therefore likely to emerge if the current trend continues.
48. For this reason, the draft SHMA's key conclusion for local housebuilders in terms of market housing provision for older people is that a better mix of housing on new developments, including the provision of attractive down-sizing options, including bungalows, would better match housing supply to housing need.
49. Waiting list data suggests that there may also be a lack of suitable affordable home ownership options for older households. Over half of pensioners on the housing register are home owners and nearly three quarters of owner occupiers on the housing register are aged 65 or over. This indicates that elderly owner occupiers are seeking to access social housing to secure suitable affordable accommodation, particularly bungalows and sheltered accommodation, which may not be available in the private sector.
50. Wigan Council has made an assessment of the future need for specialist accommodation for older people, using the SHOP@ tool available on the Housing Learning Improvement Network.⁵ The assessment is based on current levels of provision and 2012 based ONS population projections, and its results are presented in Figure 1 below, which replicates draft SHMA Figure 8.5.8.
51. The methodology assumes a ratio of likely demand for each type of specialist accommodation per 1,000 residents aged 75 and above. A tenure split assumption of 67% rental and 33% sale (leasehold) for future provision has been made. This recognises that there is currently negligible supply of specialist homes for sale and the future challenges of providing homes in this tenure in the local market. The model does not, however, include an estimate of the need for additional provision in the general needs stock, such as bungalows.

⁵ See <http://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPAT/WhatisSHOPAT/>

Figure 1: Wigan Council future requirements for specialist housing units for older population

Specialist Housing	Current supply	Estimated need				
	2015	2020	2025	2030	2035	5 year increase
Sheltered Housing	2015	2581	3148	3714	4280	566
Rent	2015	2367	2720	3072	3424	352
Lease	0	214	428	642	856	214
Enhanced Sheltered Housing	80	274	468	662	856	194
Rent	0	107	214	321	428	107
Lease	80	167	254	341	428	87
Extra Care - 24/7 care	110	350	591	831	1071	240
Rent	110	283	457	630	803	173
Lease	0	67	134	201	268	67
Registered Care	2103	2540	2978	3415	3852	437
Residential Care	949	1193	1438	1682	1926	244
Nursing Care	1154	1347	1540	1733	1926	193

Source: Draft Wigan SHMA, Wigan Council (October 2015)

Over the next ten years the assessment suggests a need to increase the amount of sheltered accommodation, particularly the development of private retirement housing schemes for leasehold ownership. Additionally, around 400 units of enhanced sheltered accommodation will need to be developed for both rent and leasehold sale, and an additional 500 units of extra care⁶ accommodation for both sale and rent will be needed.

52. On the basis of its 2011 share of Wigan's total population over the age of 65 (4.83%), Standish's share of the 400 units of enhanced sheltered accommodation needed across Wigan would be 19 units, and its share of the 500 units of extra care accommodation would be 24 units. However, these figures should be considered minima given the expected rapid dwelling growth at Standish in the coming years as a result of the intense developer activity there compared with the rest of Wigan Borough.

Draft SHMA conclusions on household type

53. Figure 4.1.4 of the draft SHMA, which has been adapted into Table 1 below, gives a breakdown of household type by ward across the borough. It is clear that the borough-wide trend towards an ageing population is particularly apparent in Standish. At the same time, the rate of families who are married couples is higher and the rate of one person households is lower.

⁶ 'Extra care housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home.' Source: <http://www.housingcare.org/jargon-extra-care-housing.aspx>

Table 1: Breakdown of household type by relevant ward, Wigan Borough, 2011

2011 ward	One person household	One family only				Other household types
		All aged 65 and over	Married couple	Cohabiting couple	Lone parent	
Standish with Langtree	25%	11%	42%	8%	10%	4%
Wigan Borough	29%	8%	34%	11%	12%	5%

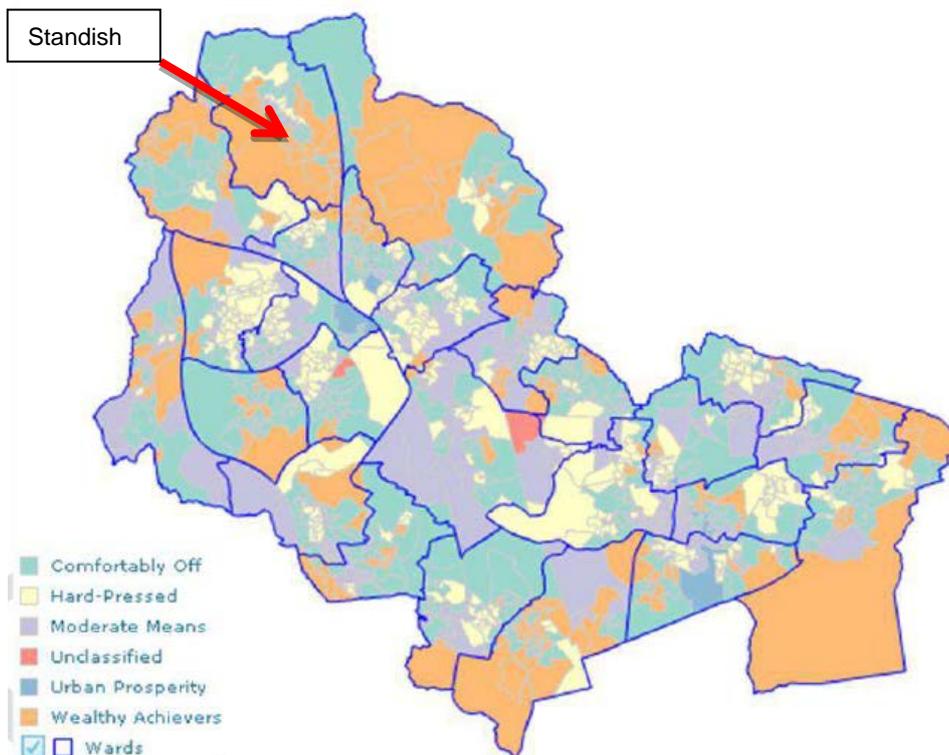
Source: Draft SHMA, Wigan Council (October 2015)

54. In the future, 64% of the overall increase in households from 2011-2021 is projected to be households aged 65 or over. This equates to an increase of around 7,000 elderly households in this period.
55. Compared to Greater Manchester, Wigan will have a much lower proportion of younger households aged below 45 and a higher proportion of pensioner households at 29.3%. Furthermore, just under 45,000 households (31%) are predicted to be single households in Wigan in 2021, a 10% increase since 2011. The number of lone parent households is also expected to increase significantly to 2021.
56. Other relevant factors within the projections include the fact that over 70% of households in 2021 are predicted to have no dependent children. This is a 6% increase since 2011. The number of children in households is projected to reduce, with over half of those with children predicted to have only one child.
57. Overall, the projections show that average household size in the borough is expected to fall continuously to 2026 and beyond, albeit at a slower rate than the Greater Manchester and national averages. An average household size of 2.23 is projected in Wigan in 2027, compared to 2.27 nationally.
58. Post 2027, average household size is projected to continue to fall in the borough, albeit at a much reduced rate. Interestingly, this reduced rate is not projected nationally or for the other nine districts in Greater Manchester.

Draft SHMA conclusions on economic performance

59. The draft SHMA notes that wealth in the borough is concentrated in its north, including Standish. Figure 2 below replicates draft SHMA Figure 4.1.11, which divides Wigan Borough by ACORN categories. By analysing demographic data, social factors, population and consumer behaviour, ACORN provides precise information and an understanding of different 'types' of people. It classifies populations into one of five categories ranging from 'Wealthy Achievers' to 'Hard Pressed'. Figure 2 shows that the core of Standish is mainly classified as the highest income category, namely 'Wealthy Achievers', though some more peripheral parts of the neighbourhood area are classified as 'Comfortably Off', which is the next income category down.

60.

Figure 2: ACORN categories in Wigan, 2011

Source

: Draft Wigan SHMA, Wigan Council (October 2015)

61. Although around 74% of the borough's working age population is in work, which is higher than the North West and national averages, there are fewer people in management and professional occupations and key growth areas such as digital, scientific and financial services jobs are under-represented. Job density is low and there is a growing commuter population, with the rest of Greater Manchester the most popular destination for commuters. The median annual income of resident commuters (£21,064) is higher than the same figure for those who work in the borough (£18,619).

Draft SHMA conclusions on dwelling tenure

62. The draft SHMA states that there was a significant increase in the private rented sector in the borough between 2001 and 2011. Over the same period, owner occupation in Wigan reduced but at 68% remains the predominant tenure. This decline is indicative of the difficulties faced by many people getting on the property ladder in recent years.

63. It is also noted that only about 10% of those who own their homes outright are aged under 50, while the private rented sector is largely occupied by younger households, with 44% being aged under 35.

64. Additionally, 36.7% of households in Wigan have a mortgage or loan, which is much higher than the regional and national averages. This reflects the higher rates of owner occupation in the borough but can also point to a higher rate of indebtedness of home owners.

Draft SHMA conclusions on dwelling type

65. Standish is named as one of the parts of the borough with a high proportion of detached homes (38%). This contributes to there being more large homes in the borough than the regional

average, particularly in the outer areas (which includes Standish). At the same time, Standish has much lower than average numbers of terraced properties.

66. The draft SHMA's key conclusions on dwelling type (and size) is that the average household size in the borough is reducing and, as such, there is now a growing mismatch between the supply of homes and reducing family size, particularly in the social sector, which has been exacerbated by welfare reform and the introduction of the under-occupation charge (colloquially known as the 'bedroom tax').
67. The predominant house type in the borough is three bedroom semi-detached and the majority of new delivery is of larger family sized homes which will not meet the needs of smaller households. Furthermore, a high proportion of pensioner households are living in large houses which may be better suited to families with children.
68. Consultation with estate agents carried out for the draft SHMA confirmed that many older households are keen to downsize, for both financial and quality of life reasons, but are frustrated by the lack of attractive down-sizing options available locally. The majority of smaller homes in the borough are pre-war terraced houses, which are often unsuitable for older people, particularly those with physical impairments, due to steep stairs and other hazards associated with the property type and age.
69. In terms of meeting the need for affordable rented accommodation, despite the fact there is a substantial annual supply of re-lets of social rented homes, it is not the case that the property types becoming available are those that will meet the needs of those on the housing register.
70. The draft SHMA therefore concludes that any additional supply should aim to deliver the types of properties that are in short supply, notably one bedroom flats and bungalows and two bedroom houses and bungalows, mainly aimed at meeting the need for more accommodation for elderly people and smaller household sizes. To some extent there is a need for four bedroom houses for larger families, particularly due to shortage of these properties in the existing stock and the relative infrequency of these becoming available.

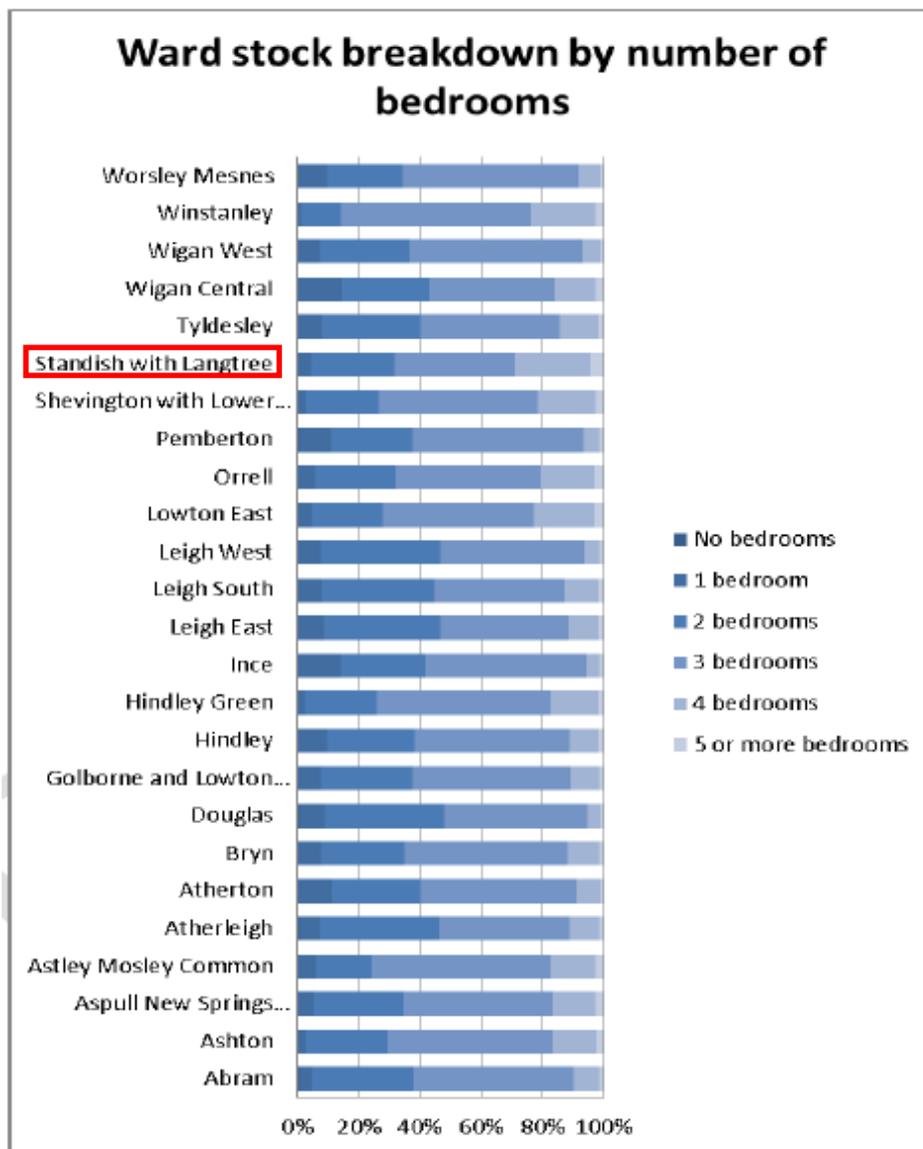
Draft SHMA conclusions on occupancy

71. Generally, rates of vacancy are low, which is indicative of a relatively high level of demand. Levels of long term empty homes have fallen and stood at 1.43% of the private sector stock, as of April 2015. Empty homes in the social stock have been below 1% for many years, however, rates have increased more recently and were 1.5% in March 2015 (though this is still low). Dwelling vacancy rates generally are well below the Greater Manchester, North West and England averages.
72. The rate of overcrowded households in Wigan (defined as households needing at least one additional bedroom) is 2.6%. This is considerably below the averages for Greater Manchester (4.7%), England (4.6%) and the North West (3.6%). This is unsurprising given that Wigan has a relatively high proportion of three bedroomed properties, both in the public and private sectors.
73. In terms of increases in overcrowding over time, the draft SHMA compares Wigan with other authorities in the North West. With the exception of St Helens, all areas shown have seen an increased rate of overcrowding between 2001 and 2011. However, in Wigan the increase has been marginal (0.2%), much below the averages for Greater Manchester, the North West and England.

Draft SHMA conclusions on dwelling size

74. Figure 3 below replicates draft SHMA Figure 4.3.9, and demonstrates that Standish is among the Wigan wards with a larger proportion of properties with four and five bedrooms and relatively few one and two bedroom properties.
75. The draft SHMA also notes that the majority of new homes built across the borough in recent years are relatively large. Analysis of 25 major planning applications approved between January 2010 and June 2013 shows the most common type of property being developed is a four bedroom detached house (52% of homes), with few smaller homes and apartments being built. This trend appears to be continuing.
76. A search of Rightmove and housebuilders' websites indicate that there were 27 new housing developments with homes available in Wigan as of January 2015, showing less availability of smaller and lower priced homes and greater availability of more expensive four and five bedroomed houses.
77. The draft SHMA's key conclusion on dwelling size in terms of future provision is that the homes delivered need to be suitable for the needs of households in the borough. It states that, in light of the projected increases in single person households, the rapidly growing ageing population, and average household size also reducing, there is now a growing mismatch in the borough between the type of homes in supply and the reducing family size.
78. The predominant house type in the borough is the three bedroomed semi-detached home, and the majority of new delivery is of larger family sized homes, which will not meet the needs of future households. As shown in Figure 3 below, which replicates SHMA Figure 4.3.9, Standish has larger than average dwellings compared with the rest of the borough.

Figure 3: Wards in Wigan by dwelling size, 2011 Census



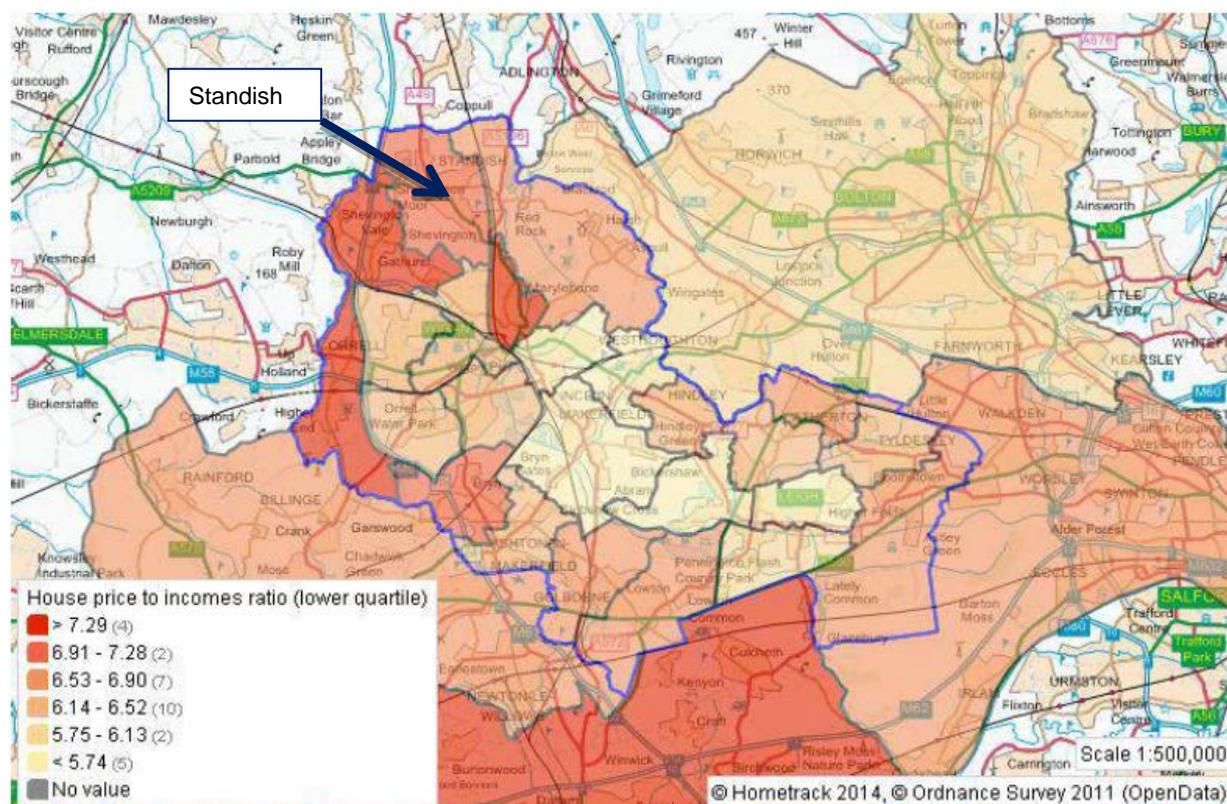
Source: Draft Wigan SHMA, Wigan Council (October 2015)

Draft SHMA conclusions on house prices and affordability

79. Standish is one of the parts of the borough with the highest average house prices, indicating an area of strong demand. The draft SHMA notes that previous housing market analysis has shown the wards with the highest and lowest values to be fairly consistent over recent years.

80. Figure 4 replicates draft SHMA Figure 4.5.4, and demonstrates that Standish is among the least affordable parts of the borough for those on lower quartile (i.e. the lowest 25%) incomes. As the draft SHMA notes, the ability for people to become homeowners varies markedly across the borough, with lower gross incomes typically being required in the inner areas and higher gross incomes in the outskirts (including Standish). The gross income required to buy a house even of lower quartile value in Standish is £31,500, meaning 60.1% of Wigan households are not able to afford them (this compares with a Borough average of 43.1% unable to afford lower quartile housing).

Figure 4: Lower Quartile Affordability in Wigan by ward, November 2014



Source: Draft Wigan SHMA, Wigan Council (October 2015)

81. The draft SHMA notes that around 41% of newly forming households are unable to access the housing market for owner occupation. Almost 38% of the market is unable to access the private rental market.
82. This data on affordability translates into a future need for more affordable housing. The estimated annual net shortfall of affordable housing in Wigan Borough is 334 units. This has increased from the previous calculation which was 277 in 2010. The draft SHMA recommends that the new affordable housing provision is split between 64% lower quartile owner occupation and 34% affordable rent. There appears to be no need for new social rent properties, as the majority of need for such homes will be met through re-lets.
83. The current housing register for Wigan shows a significant need for one bedroomed accommodation (60% of cases), and a shortage of two-bedroom houses is also indicated. Among those requiring affordable housing, almost 90% of applicants in the over-60s age group need a one bedroom home. However many will actually want a two bedroom home, with preferences for a bungalow. With stock of this type in short supply, the draft SHMA notes it is not often possible to meet this preference.
84. In terms of applicants needing a property with two or more bedrooms, the 25-34 age range is particularly prominent as they are more likely to have children. The under occupation charge (colloquially known as the 'bedroom tax') has increased the need for two bedroom accommodation amongst this group.
85. There is also a shortage of larger family homes of four bedrooms plus due to a very limited supply. Additionally, there is a significant need from older households, particularly owner occupiers, whose current housing circumstances are not suitable to meet their medical and care needs.

86. The draft SHMA data demonstrates a clear mismatch between the supply and demand of accommodation in council stock. For example, in 2014, the Council had a stock of 5,547 one bedroom properties, of which 809 became available to let. However there were 2,382 applicants on the housing register with a one bedroom requirement (61%), equating to 2.9 applicants per one bedroom property. In contrast, there were only 0.6 applicants per three bedroom property due to high levels of three bedroom council stock and relatively low levels of need amongst applicants.
87. The data shows a significant demand for two bedroom houses for families, based on the generalisation that families are within the 16-54 age group, have dependent children and a house is most suited to their needs. However, only limited numbers of such properties become available to let. Just 478 such properties became available in 2014 against a potential overall demand of 834 from the 16-54 age group. The data also shows a need for larger family homes (four bedrooms+) as the number becoming available for re-let does not meet the demand on the housing register.
88. It is not just those who cannot afford to buy who appear on the housing waiting list. A significant number of households in the private sector, particularly owner occupiers aged 65 and over, need to be rehoused for medical reasons which make their current homes unsuitable. Over 50% of applicants who have been awarded medical priority on the housing register are aged over 65.
89. Figure 5 below is adapted from draft SHMA Figure 7.6.14 and shows demand for affordable housing in Wigan by location and property type. It shows clearly that the highest demand for affordable properties in Standish is for two bedroom houses, followed by two bedroom flats, one bedroom bungalows and one bedroom flats.

Figure 5: Demand for affordable housing in Standish by dwelling type

Market Area	Area	Flats				Maison ette	Houses			Bungalows				Ave. bids
		0B	1B	2B	3B	2B	2B	3B	4B+	0B	1B	2B	3B+	
Standish and Shevington	Standish	n/a	12	21	n/a	n/a	33	n/a	n/a	n/a	17	n/a	n/a	20
	Shevington & Standish Lower Ground	n/a	16	13	n/a	n/a	17	15	30	n/a	14	n/a	n/a	16

Source: Draft Wigan SHMA, Wigan Council (October 2015)

90. Property types in short supply generally attracted a high number of bids. Across the borough as a whole, 3 bedroom bungalows attracted the highest number of expressions of interest but only one became available for letting in 2014 and with few of these properties available it does not give a true picture of demand for this property type.
91. Two bedroom bungalows had the second highest number of expressions of interest from applicants, on average attracting 35 bids. This highlights a demand for this property type from older households or those requiring level access accommodation.
92. The draft SHMA notes that demand for affordable housing varies spatially across the borough, with Hindley, Ashton, Golborne, Lowton, Pemberton and Standish all attracting high levels of bids. In many of these areas there was little or no availability of many property types.
93. It is therefore clear that across the borough, including at Standish, there is a clear mismatch between the properties that become available for re-let and the needs of those on the Council housing register. The draft SHMA considers this is the result of changing demographics, changing living circumstances and the historic supply of social housing, which was formerly focused on the development of family housing.

Adopted Wigan Local Plan Core Strategy (Wigan Council, 2013)

94. Wigan's Local Plan Core Strategy was adopted in September 2013 and covers the planning period 2011 to 2026. Although its housing figures and conclusions on housing type will eventually be superseded by a revised Local Plan for Wigan based on the currently draft SHMA, neighbourhood plan's policies on housing type should seek to be in strategic conformity with those of the 2013 Core Strategy. This will ensure compatibility with Basic Condition E of neighbourhood planning.
95. Specific policies and provisions of the emerging Plan with relevance for the type of housing to be provided at Standish include:
- Strategic Objective H1, which states that the Plan seeks to meet the borough's need for new housing in terms of quantity, size, type, tenure (including specialist and extra care housing) and affordability;
 - Policy CP6: Housing (paragraph 6), which seeks to ensure that provision is made for an appropriate mix of house types, sizes, tenures and affordability, specialist, extra-care housing and 'lifetime homes';
 - Policy CP6: Housing (paragraph 7), which seeks the provision of 25% affordable housing on all sites consisting of 10 dwellings or more where this is viable. Where this is demonstrated not to be viable, a reduced level of affordable housing provision will be negotiated. The approach towards the provision of affordable housing will take into account up to date information on housing needs in the borough. The provision should be of an agreed mix of styles and types; be consistent in terms of design, standards and quality to other housing on the site and be subject to occupancy controls to ensure that it remains affordable for subsequent occupiers;
 - Supporting text to Policy CP6: Housing (paragraph 9.38), which states that as of 2011 there was a need for over 4,000 affordable units across the borough over 15 years. 50% should be for social or affordable rent and 50% as intermediate housing for sale. A proportion of new housing on sites should be affordable housing subject to viability – Council evidence shows that the proportion should be 25%. The requirement for on-site provision or equivalent financial contribution will be waived, reduced or deferred only when and to the extent that an independent viability appraisal demonstrates that such provision would make the development unviable. The specification for the viability appraisal will need to be agreed with the council; and
 - Supporting text to Policy CP6: Housing (paragraph 9.39), which states that the requirement for a mix in the type, size and affordability of dwellings in all development schemes will help to achieve a better balance in the type of housing stock, and reflects the differing needs of the borough's residents, including specialist, extra-care housing and sites for gypsies and travellers and for travelling showpeople.

Local housing waiting list (Wigan, May 2016)

96. We contacted Wigan Council for their assessment of the number of households currently on the waiting list that expressed a preference for Standish. This provides a useful indication of whether the emerging Local Plan target of 25% affordable homes on larger sites is sufficient to meet present affordable housing need.
97. Unfortunately it is difficult to state definitively how many households are on the waiting list for Standish at any one time, because the Council runs a 'choice-based' lettings system, whereby applicants can express their first, second and third choices of location across Wigan, and as such there could be duplication between Standish as one of their choices and other

settlements as another. The potential for duplication is increased yet further by the fact that applicants are able to request more than one type of property.

98. As such, the overall number of households on the Standish waiting list (which is currently 319 out of a Wigan total of 3,812) is very likely to be an over-estimate, but on the basis of the information provided, it is difficult to determine the extent to which this figure should be discounted to allow for double-counting.
99. As such, it is more productive for the purposes of this assessment and the neighbourhood plan to concentrate more on the type of housing being requested, and use this information to inform neighbourhood planning policy on affordable housing.
100. In the absence of clear information on quantity, the most straightforward approach to take, particularly given the large number of outline applications that the neighbourhood plan seeks to influence in the short-term, is to assume that the Council's target of 25% affordable housing, which was developed on the basis of recent viability evidence that passed examination and has already been applied to the large outline applications, should continue to form the guideline approach at Standish. Guided by this indicative figure, the Council will continue to negotiate with individual site developers on a case-by-case basis even after the adoption of the neighbourhood plan.
101. Turning, therefore, to the type of affordable housing being requested (and again, bearing in mind the caveats about potential duplication), the waiting list for Standish as of May 2016⁷ is as set out in Table 2 below.

Table 2: Standish housing waiting list by house type requested, May 2016

Type of household	Flats			Houses			Bungalows		
	1 bed	2 bed	3 bed	2 bed	3 bed	4+ bed	1 bed	2 bed	3 bed
Non-older person household	26.6%	6.0%	1.35%	29.6%	12.8%	3.0%	11.8%	6.0%	2.7%
Older person household (pensionable age)	31.4%	0%	0%	2.3%	0%	0%	60.5%	5.8%	0%
All households	29%	3%	0.68%	16%	6.4%	1.5%	36.2%	5.9%	1.4%

Source: Wigan Council, Wigan and Leigh Homes, AECOM calculations

102. Table 2 makes it very clear that the demand for affordable house types is very heavily biased towards smaller dwellings, with more than 96% of all households across all age groups looking for units of one or two bedrooms.

⁷ The waiting list data divides households according to whether they are on the Transfer List or the Waiting List. For the purposes of this housing needs assessment, given its focus on type of housing required in future rather than the existing circumstances of applicants, the two lists have been aggregated together.

103. As noted previously, even after the Neighbourhood Plan is adopted, Wigan's affordable housing policy will continue to apply within Standish, and, as such, it will still be the Council that controls the housing waiting list and negotiates affordable housing commitments with developers as part of the development management process.
104. A further caveat is that the waiting list data above is just a snapshot in time and that affordable need by type of housing required has the potential to change during the neighbourhood plan period. However, the message from the data is sufficiently clear for us to recommend an affordable housing policy (but not an affordable housing percentage target) be drafted in the neighbourhood plan, and this is addressed in our conclusions section below.

Characteristics of Population

105. Through analysis of Census 2001 and 2011 data, we have investigated how the population of Standish neighbourhood plan area differs from that of the Wigan and England averages.
106. Table 3 gives the population and number of households in Standish, Wigan and England, as recorded in the 2011 Census. In 2011, Standish had a population of 13,012, and an average household size of 2.4 persons. This is larger than the Wigan average but the same as the national average.

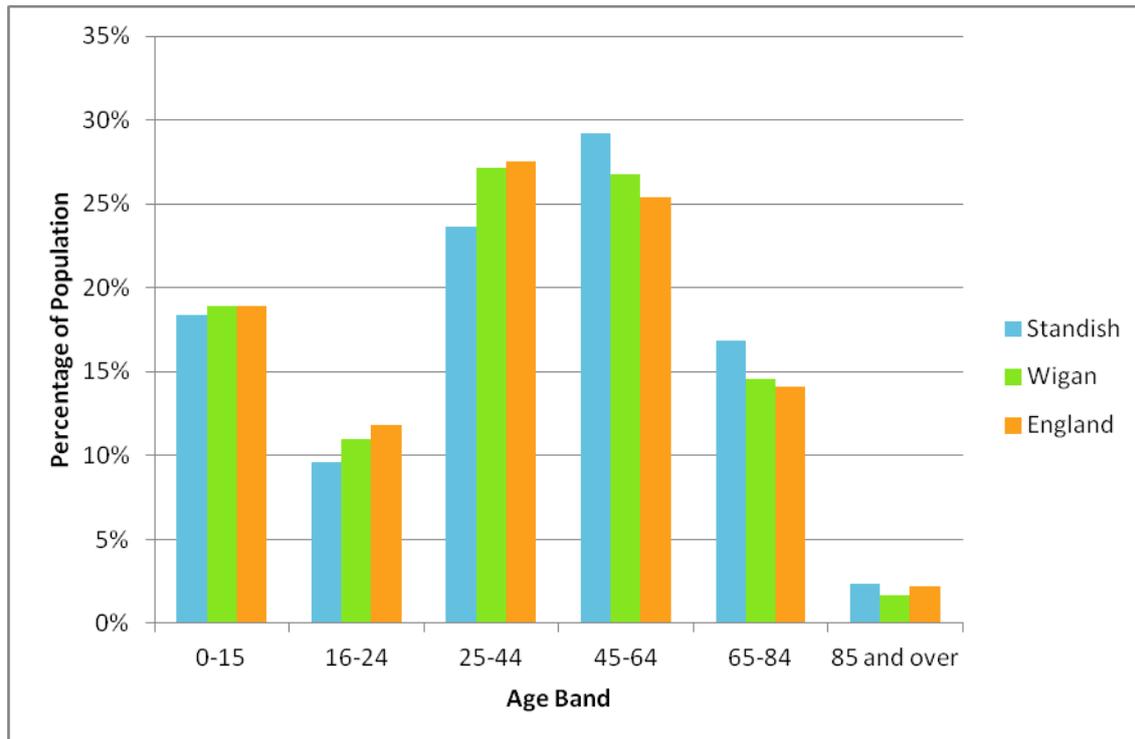
Table 3: Population and household size in Standish, 2011⁸

	Standish	Wigan	England
Population	13,012	317,849	53,012,456
Households	5,390	136,386	22,063,368
Household size	2.4	2.3	2.4
Dwellings	5,566	141,519	22,976,066

Source: ONS, Census 2011. AECOM calculations

107. As illustrated in Figure 4 below, the largest age group in Standish is aged 45-64, at 29%. This is higher than the figures for Wigan (27%) and England (25%). The proportion of all age groups younger than 44 is lower than both the Wigan and England averages. The proportion of people aged 65-84 is higher in Standish (17%) than in Wigan (15%) or England (14%). Additionally, the proportion of people aged 85 and over is, by contrast, similar in Standish compared with the Wigan and national averages.
108. Table 4 shows the rate of change of the population by age band. It shows that the proportion of people in the 65-84 age group underwent a considerable increase in Standish between 2001 and 2011. The decline in the 0-15 and 25-44 age groups is in stark contrast with the trend in Wigan and England, though there has been an above-average increase in the 16-24 age group.

⁸ ONS, Census 2011, Population Density (QS102EW); Household Size, 2011 (QS406EW).

Figure 4: Age structure in Standish⁹

Source: ONS, Census 2011. AECOM calculations

Table 4: Rate of change in the age structure of Standish population, 2001-2011¹⁰

Age group	Standish	Wigan	England
0-15	-11.9%	-3.0%	1.2%
16-24	19.4%	11.4%	17.2%
25-44	-23.0%	-2.8%	1.4%
45-64	14.3%	9.9%	15.2%
65-84	24.7%	15.4%	9.1%
85 and over	20.3%	19.9%	23.7%

Source: ONS, Census 2001 and 2011. AECOM calculations

109. Table 5 shows that Standish is home to fewer people born outside the UK than England but in the same proportion as Wigan. Correspondingly, the 'Born in the UK' category is higher than the England average.

⁹ ONS, Census 2011, Age Structure (KS102EW)

¹⁰ ONS, Census 2011, Age Structure (KS102EW); ONS, Census 2001, Age Structure (KS02)

Table 5: Country of birth and length of residence

Place of birth	Population breakdown		Standish	Wigan	England
Born in the UK	Total		96.5%	96.5%	86.2%
Born outside the UK	Total		3.5%	3.5%	13.8%
	EU		1.1%	1.6%	3.7%
	Other		2.4%	1.9%	9.4%
	Length of residence	Less than 2 years	0.4%	0.4%	1.8%
		2-5 years	0.3%	0.7%	2.2%
5-10 years		0.8%	0.9%	2.9%	
10 years or more		2.1%	1.6%	7.0%	

Source: ONS, Census 2011. AECOM calculations

110. Of the 3.5% of Standish residents who were born overseas, the majority have lived in the UK for ten years or more, indicating no significant recent influx of international migrants.

Household Type

111. Table 6 shows clearly that in recent years there has been a significant net increase in Standish of three room households¹¹, especially compared to Wigan and England's net increase. The decreases in one, two, four and five room households were all greater than the local and national decreases. There has also been an increase in seven and eight room households, but these increases were not as great as the Wigan increases.

¹¹ Number of rooms' as defined for Census purposes is not the same as 'number of bedrooms'. The Census definition of 'number of rooms' is as follows: 'Number of rooms does not include bathrooms, toilets, halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one they are counted as one room. Rooms shared between a number of households, for example a shared kitchen, are not counted'.

Table 6: Rates of change in number of rooms per household in Standish, 2001-2011¹²

Number of Rooms	Standish	Wigan	England
1 Room	-31.6%	-26.8%	-5.2%
2 Rooms	-4.3%	7.2%	24.2%
3 Rooms	60.7%	32.8%	20.4%
4 Rooms	-0.2%	2.8%	3.5%
5 Rooms	-13.4%	-3.1%	-1.8%
6 Rooms	0.5%	7.3%	2.1%
7 Rooms	17.9%	30.9%	17.9%
8 Rooms or more	28.1%	56.9%	29.8%

Source: ONS, Census 2001 and 2011. AECOM calculations

112. The PPG states that factors such as overcrowding, concealed¹³ and shared households, homelessness and the numbers of people in temporary accommodation demonstrate un-met need for housing. Increases in the number of such households may be a signal to consider increasing planned housing numbers.
113. Table 7 emphasises that, on the contrary, under-occupation is increasing in Standish, which is strongly indicative of an ageing population. In other words, larger units that once housed a family are gradually losing residents (from children moving away, and then parents becoming widowed or moving into care), resulting in decreasing numbers of persons per room. By contrast, England as a whole is seeing an increased level of overcrowding and Wigan is also seeing under-crowding increasing, but not to the same extent as Standish.

¹² ONS, Census 2011, Number of Rooms (QS407EW); ONS, Census 2001, Number of Rooms (UV57)

¹³ A concealed household is one within an existing household that wishes to form its own household, but is unable to do so for any reason, usually affordability.

Table 7: Trends in number of persons per room in Standish, 2001-2011¹⁴

Persons per room	Standish	Wigan	England
Up to 0.5 persons per room	10.3%	14.8%	7.9%
Over 0.5 and up to 1.0 persons per room	-12.0%	-4.1%	7.0%
Over 1.0 and up to 1.5 persons per room	45.0%	-0.8%	27.3%
Over 1.5 persons per room	-66.7%	-23.2%	2.5%

Source: ONS, Census 2001 and 2011. AECOM calculations

Household Tenure

114. The PPG states that housing needs studies should investigate household tenure in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs. Plan makers should therefore examine current and future trends in tenure.

Table 8: Tenure (households) in Standish, 2011¹⁵

Tenure	Standish	Wigan	England
Owned; total	83.8%	71.8%	63.3%
Shared ownership	0.1%	0.4%	0.8%
Social rented; total	10.7%	19.9%	17.7%
Private rented; total	3.5%	4.7%	16.8%

Source: ONS, Census 2011. AECOM calculations

115. Table 8 shows that the level of owner occupation in Standish is higher than the Wigan average and significantly higher than the England average. The proportion of socially rented housing (rented from the Council or a Registered Social Landlord) is much lower than the local and national averages. There is also a far lower proportion of privately rented units in Standish compared to the Wigan and England averages.
116. Table 9 shows how tenure has changed in Standish between the 2001 and 2011 Censuses. Home ownership in the area has decreased slightly, compared to growth in the same tenure across Wigan. Although the shared ownership decline appears significant, the absolute numbers of households within this tenure is low. There has been a decrease in social rented

¹⁴ ONS, Census 2011, Persons Per Room - Households (QS409EW); ONS, Census 2001, Persons per Room - Households (UV58)

¹⁵ ONS, Census 2011, Tenure - Households (QS405EW)

properties compared with Wigan's increase, but an increase in private rented properties similar to that seen across Wigan and England.

Table 9: Rate of tenure change in Standish, 2001-2011

Tenure	Standish	Wigan	England
Owned; total	-0.3%	3.1%	-0.6%
Shared ownership	-50.0%	-37.8%	30.0%
Social rented; total	-7.4%	3.8%	-0.9%
Private rented; total	166.7%	170.2%	82.4%

Source: ONS, Census 2001 and 2011, AECOM calculations.

House prices

117. The current average value of property in Standish (WN6) is £167,299 (Zoopla, May 2016) which is 17% higher than the average price of Wigan as a whole (WN) £138,821. This would help account for the decrease in home ownership in the area between 2001 and 2011 as relative affordability pressure mounted.

Local Household Composition

118. Table 10 shows that the proportion of single person households in Standish is lower than the Wigan and England averages. By contrast, the proportion of households with a single family occupancy is much higher than both the Wigan and England averages.

Table 10: Household composition (by household) in Standish, 2011¹⁶

		Standish	Wigan	England
One person household	Total	26.1%	29.4%	30.2%
	Aged 65 and over	13.2%	11.7%	12.4%
	Other	12.8%	17.7%	17.9%
One family only ¹⁷	Total	70.4%	66.1%	61.8%
	All aged 65 and over	10.4%	8.1%	8.1%
	With no children	18.6%	17.9%	17.6%
	With dependent children	29.7%	28.3%	26.5%
	All children non-dependent	11.6%	11.8%	9.6%
Other household types	Total	3.6%	4.5%	8.0%

Source: ONS, Census 2011. AECOM calculations

119. The proportion of single person households aged 65 and over in Standish is higher than both the Wigan and England averages, which is understandable given the age profile of the village. Additionally, the proportion of single family households aged 65 and over is higher than the local and national averages.
120. The plan area is home to a higher than average proportion of families with no children. The proportion of households with dependent children is also slightly higher than the local and national averages. The proportion of households where all children are non-dependent is slightly lower than the local average but higher than the national average. The proportion of other household types is low.
121. Table 11 shows how household composition changed in the 10 years between the 2001 and 2011 Censuses. Overall, there was an increase in single person households in the plan area, which was less marked than the local increase but greater than the national increase. This increase was more significant in households under 65.
122. There was also a smaller than average increase in one family households, and in particular families over the age of 65 and those (under 65) with non-dependent children. There were small decreases in families with no children and with dependent children.

¹⁶ ONS, Census 2011, Household Composition - Households (QS113EW)

¹⁷ This includes: married couples, cohabiting couples, same-sex civil partnership couples and lone parents.

Table 11: Rates of change in household composition in Standish, 2001-2011¹⁸

Household type		Percentage change, 2001-2011		
		Standish	Wigan	England
One person household	Total	11.6%	15.6%	8.4%
	Aged 65 and over	0.6%	-8.6%	-7.3%
	Other	25.8%	40.2%	22.7%
One family only	Total	1.7%	5.6%	5.4%
	All aged 65 and over	25.4%	12.1%	-2.0%
	With no children	-1.3%	7.2%	7.1%
	With dependent children	-5.8%	1.9%	5.0%
	All children non-dependent	10.8%	8.1%	10.6%
Other household types	Total	23.1%	22.4%	28.9%

Source: ONS, Census 2001 and 2011, AECOM calculations.

123. As noted previously, Standish's household size is in line with the national average but higher than the local average. However, Table 12 shows that the plan area experienced an increase in its population and number of households over the period 2001-2011, and at the same time there was a decrease in household size. The decrease in household size at the same time as an increase in population is indicative of a growing number of under-occupied dwellings, as might be expected from a population that is older than average.¹⁹

¹⁸ ONS, Census 2011, Household Composition - Households (QS113EW); ONS, Census 2001, Household Composition - Households (UV65)

¹⁹ Even though part of the increase in numbers of households and population could be explained by the caravans in the 2011 Census, the overall trend for increasing under-occupation appears to remain the case.

Table 12: Change in household numbers and size in Standish, 2001-2011

Key indicator	Percentage change, 2001-2011		
	Standish	Wigan	England
Population	3.2%	5.5%	7.9%
Households	4.8%	9.0%	7.9%
Household size	-1.5%	-3.3%	0%

Source: ONS, Census 2001 and 2011, AECOM calculations.

124. Table 13 shows that the proportion of dwellings in Standish that are detached is much higher than the local and national averages. In turn, the proportion of semi-detached dwellings is lower than the local average but higher than the national average, while the proportion of terraced dwellings is far lower than the local and national averages. The proportion of flats is slightly higher than the local average but significantly less than the national average.

Table 13: Accommodation type (households), 2011

Dwelling type		Standish	Wigan	England
Whole house or bungalow	Detached	36.1%	17.3%	22.4%
	Semi-detached	38.3%	45.1%	31.2%
	Terraced	15.3%	27.8%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	8.6%	8.3%	16.4%
	Parts of a converted or shared house	0.8%	0.9%	3.8%
	In commercial building	0.8%	0.7%	1.0%

Source: ONS, Census 2001 and 2011. AECOM calculations

125. A 'concealed family' means any group of people who want to form a new household but are unable to do so, typically for economic reasons such as high house prices or a lack of suitable property. Table 14 shows that there is a relatively low level of concealed families in the plan area; one would normally expect a correlation between lower numbers of people per household and lower numbers of concealed families, and this is indeed the case.

Table 14: Concealed families in Standish, 2011²⁰

Concealed families	Standish	Wigan	England
All families: total	3,964	95,529	14,885,145
Concealed families: total	42	1,195	275,954
Concealed families as % of total	1.1%	1.3%	1.9%

Source: ONS, Census 2001 and 2011. AECOM calculations

126. Official statistics do not clarify the overlap, if any, between the Standish/Wigan housing waiting list and the stated number of concealed families locally.

Economic Activity

127. Table 15 shows that Standish's proportion of economically active and inactive residents is largely in line with both the Wigan and England averages. There is a slightly greater proportion of full time workers than across Wigan as a whole, and significantly more than the England level. There are more part time, self-employed and full-time students in Standish than Wigan, but fewer than the England average. Unemployment is lower than across either Wigan or England as a whole.
128. The proportion of retired people is higher than the local and national averages but the level of student households is below the national average. Fewer households are looking after home or family, or are long-term sick/disabled (despite the relatively older population) than the local and national averages.

²⁰ NOMIS, LC1110EW - Concealed family status by family type by dependent children by age of Family Reference Person (FRP)

Table 15: Economic activity in Standish, 2011²¹

Economic category		Standish	Wigan	England
Economically active	Total	70.7%	68.8%	69.9%
	Employee: Full-time	40.6%	40.0%	13.7%
	Employee: Part-time	14.9%	13.9%	38.6%
	Self-employed	8.9%	7.4%	9.8%
	Unemployed	3.1%	4.9%	4.4%
	Full-time student	3.2%	2.7%	3.4%
Economically inactive	Total	29.3%	31.2%	30.1%
	Retired	18.6%	16.2%	13.7%
	Student	3.8%	3.5%	5.8%
	Looking after home or family	2.4%	3.5%	4.4%
	Long-term sick or disabled	3.2%	6.2%	4.1%
	Other	1.3%	1.8%	2.2%

Source: ONS, Census 2001 and 2011. AECOM calculations

Table 16: Rates of long-term health problems or disability in Standish, 2011²²

Extent of activity limitation	Standish	Wigan	England
Day-to-day activities limited a lot	9.1%	11.0%	8.3%
Day-to-day activities limited a little	9.6%	10.5%	9.3%
Day-to-day activities not limited	81.3%	78.5%	82.4%

Source: ONS, Census 2001 and 2011. AECOM calculations

129. The PPG advises taking account in housing need assessments of the number of people with long-term limiting illness. Table 15 shows that the proportion of working-age residents of Standish who are long-term sick or disabled is lower than Wigan's but higher than England's average. Table 16 shows that the proportion whose day-to-day activities are not limited is higher than the Wigan average but lower than the England average.

²¹ ONS, Census 2011, Economic Activity (QS601EW)

²² ONS, Census 2011, Long-Term Health Problem or Disability (QS303EW)

130. Table 17 shows that Standish residents travel further to work than both the Wigan and England averages, with 33.4% of residents travelling more than 10km to work, compared with an average for this distance band of 29.9% of Wigan residents and 29% of England residents. This indicates Standish is relatively popular with long-distance commuters and that places to which they commute are likely to include central Manchester but also Warrington and Liverpool.

Table 17: Distance travelled to work, 2011²³

Location of work	Standish	Wigan	England
Less than 10km	50.7%	55.1%	52.30%
10km to less than 30km	25.8%	24.7%	21%
30km and over	7.6%	5.2%	8%
Work mainly at or from home	9.6%	7.2%	10.30%
Other	6.3%	7.8%	8.50%
Average Distance Travelled to Work	15.4km	13.8km	14.9km

Source: ONS, Census 2011, AECOM calculations

²³ NOMIS, QS702EW - Distance travelled to work

4 Conclusions

Overview

131. This housing needs assessment has interrogated a wide range of data sources, which, taken together, and considered alongside AECOM's previous Technical Facilitation Report, can inform key trends and messages relevant to the Neighbourhood Plan's housing policies.
132. As noted previously, one of the conclusions of the Technical Facilitation Report was that Standish's share of the Wigan housing target has already been met, and indeed exceeded, by extant planning permissions. As such, this housing needs assessment did not need to investigate the quantity of housing needed.
133. Instead, it has assessed, based on the data uncovered, the components and characteristics of future housing need.

Characteristics of housing needed

134. Table 19 summarises the data we have gathered with a potential impact on the characteristics of the housing needed in the neighbourhood, and should be treated as the key output of this study to take forward to inform the housing policies of the Neighbourhood Plan. Factors are in alphabetical but no other order.

Table 19: Summary of local factors specific to Standish with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Affordable housing	Wigan Draft SHMA, Local Plan, Leigh Homes current waiting list for Standish, Zoopla	<p>Standish is among the least affordable parts of the borough for those on lower incomes. Around 41% of newly forming households are unable to access the owner occupation tenure, and even 38% cannot access private rental units. As such, there are high levels of demand for affordable housing at Standish. There is a future need for more affordable housing as the annual net shortfall is increasing. However, there is less need for new socially rented properties as the majority of need for such homes will be met through re-lets.</p> <p>SHMA notes a lack of affordable housing options for older people; affordable bungalows and leasehold sheltered accommodation are both needed. More generally, the affordable housing supply is not currently meeting the needs of those on the housing register. Among those needing affordable housing, almost 90% of applicants over the age of 60 need a one bedroom home. However, many would actually prefer a two-bedroom home, ideally a bungalow.</p> <p>Local Plan seeks 25% affordable housing on all sites of 10 or more dwellings where viable. Half of these affordable dwellings should be for social or affordable rent (though note more recent SHMA conclusion that there is less need for social housing) and half for intermediate housing.</p> <p>The current waiting list for Standish shows 29% of households want a one bedroom flat, 3% a two-bedroom flat, 16% a two bedroom house, 6% a three bedroom house, 36% a one bedroom bungalow, 6% a two bedroom bungalow. Overall, more than 96% are looking for one or two bedroom units.</p>	<p>The existing outline permissions at Standish will provide a welcome boost in terms of affordable homes for the area, and a condition of their approval was that they accord with adopted Wigan policy on affordable homes.</p> <p>We consider Standish Voice should work closely with Wigan Council to ensure that the affordable homes required at Standish are delivered in policy-compliant quantities on the sites with permission, in light of the evidenced level of affordable housing need in the village.</p> <p>Evidence suggests that there is a higher level of need for intermediate housing than for social housing. In particular, affordable housing should be focused on meeting the needs of the older population, and, as such, the affordable housing provided should comprise one and two bedroom homes, a significant proportion of which are bungalows and/or are otherwise easily accessible and designed with the specific needs of the elderly in mind.</p> <p>The broad proportions of affordable housing to be provided should be 95% one and two bedroom homes and 5% three-bedroom houses. Within the one and two bedroom homes, about 30% should be one bedroom flats, 5% two-bedroom flats, 20% 2 bedroom houses, 40% one-bedroom bungalows and 5% two-bedroom bungalows.</p>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Dwelling size	Wigan Draft SHMA, Local Plan, Census	<p>Currently, household size is average for Wigan but there is a current and forecast increase in single person and lone parent households, and a forecast reduction in family households; as such, there is a forecast reduction in household size. However, there is also a forecast increase in commuters, particularly in most affluent parts of Wigan, including Standish.</p> <p>There is an existing mismatch between supply of and demand for smaller homes- Standish currently has oversupply of 4-5 bedroom dwellings and an undersupply of 1-2 bedroom dwellings (larger dwellings than Borough average).</p> <p>Across the Borough, three bedroom dwellings are most common. Many pensioners currently living in larger dwellings which would be more suitable for families. New supply should be focused on one and two bedroom units, but there is also a much lesser proportion of need for four bedroom units for families. Currently, rates of under-occupation are high and rates of over-crowding low, showing need for smaller dwellings. Local Plan seeks to meet need in terms of dwelling size. A slightly above average increase in 16-24 year olds in recent years could also drive demand for smaller (e.g. 1-2 bed) units.</p> <p>Some forecast demand in future from commuters will drive need for a limited proportion of larger (3+ bedroom housing).</p>	<p>Among market homes, the majority to be provided should also be smaller (1-2 bedroom units) to meet the needs of the forecast increase in single person and lone parent households. However, this may have viability implications and as such we recommend that Standish Voice and Wigan work together with developers to ensure smaller dwellings can be delivered viably.²⁴</p> <p>This may well require the developer to provide an 'open book' assessment of viability²⁵. As this is not a requirement of the adopted Core Strategy, we recommend Standish Voice consider including it as a policy in the Neighbourhood Plan, subject to Wigan Council's approval.</p> <p>There is a forecast increase in commuters and the evidence suggests that Standish will continue to be attractive to this sector of the population. As such, a much lesser proportion of the new homes to be provided could be larger (three and four bedroom) dwellings, but the provision of these should be limited due to existing over-supply, and bearing in mind that provision of new smaller dwellings will in any case free up existing under-occupied dwellings for families and commuters.</p>

²⁴ Locality's Viability toolkit for neighbourhood planning may be of assistance in this regard- it is available at <http://mycommunity.org.uk/resources/viability-toolkit-for-neighbourhood-planning/>

²⁵ An 'open book' viability assessment is an assessment of viability whereby the developer's assessment of financial costs associated with a development is made public for other stakeholders to scrutinise.

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Dwelling tenure	Wigan Draft SHMA, Local Plan, Census	<p>Current lack of opportunity for households to be owner-occupiers due to lack of affordable dwellings; providing smaller dwellings should help address this concern. There is demand for affordable tenure even among existing owner-occupiers- these are older people whose market properties are not able to meet their medical or care needs.</p> <p>Local Plan seeks to meet need in terms of dwelling tenure. Census data shows high (but slightly declining) levels of owner-occupation and much lower than average privately rented and socially-rented properties at Standish. However, the rate of private rentals is increasing while the rate of social rentals is decreasing.</p>	<p>See previous conclusions on providing far more smaller dwellings- this should help meet the needs of those wishing to but currently unable to become owner-occupiers.</p> <p>Likewise, freeing up existing owner-occupied dwellings through older people moving into smaller affordable units should have the effect of reducing local house prices as a greater supply comes onto the market.</p> <p>The new market housing to be provided will likely be popular among both owner-occupiers and among those wishing to buy to let. The planning system has little control over the functioning of the market in this way, but the evidence suggests an increase in both tenures would likely meet the existing high levels of housing need/demand.</p>
Dwelling type	Wigan Draft SHMA, Local Plan, Census	<p>Standish has higher than average existing levels of detached homes, and lower than average terraced properties; predominant dwelling type across Wigan is semi-detached (which is less the case in Standish). There are significantly fewer flats than the national average. The majority of smaller dwellings across Wigan are pre-war terraced units, less suitable for older people. SHMA concludes that new flats, houses and bungalows are all needed. Local Plan seeks to meet need in terms of dwelling type.</p>	<p>As per previous conclusions, we recommend that the new dwellings to be provided should be a mix of houses, flats and bungalows, designed to meet the needs of a range of population sectors, but with a particular focus on smaller dwellings, bearing in mind the need for a particular focus on homes for older people.</p> <p>There is a current under-supply of flats and of modern terraced housing, and as such, these dwelling types should be particularly encouraged. Although it is accepted that the local context suggests a proportion of the new dwellings coming forward would be semi-detached and detached, the neighbourhood plan should seek to avoid an over-provision of new detached dwellings.</p>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
Housing for older people	Wigan Draft SHMA, Census	<p>SHMA points out that one in six Wigan residents are pensioners and that the proportion in Standish is the third highest in Wigan; confirmed by Census. There are fewer, and declining, numbers of younger people, meaning fewer large families, and large increases in over 45s.</p> <p>Demographic projections show proportion of older people likely only to increase above North West average, with 72% of all population increase being people of pensionable age and 65% of all homes needed being for over-65s. The majority of retirement housing should be small, accessible units for independent living (i.e. rather than care homes).</p> <p>Downsizing is forecast to increase in frequency from existing larger units; current evidence that many older people want to downsize, but there is a lack of suitable units to downsize into. The proportion of the very old (85+) in Standish is in line with Wigan and England averages, and there are relatively fewer households looking after family or long-term sick/disabled</p>	<p>The evidence suggests that around 65% of all new homes to be provided should be aimed specifically at the needs of the population over the age of 65.</p> <p>The evidence also suggests that the majority of new homes for older people should be downsizing units for independent living, with a lesser proportion of specialist housing solutions like care homes.²⁶</p> <p>As per our conclusions above, the affordable housing offer should include a proportion of specialist accommodation for those no longer able to live fully independently. Likewise, there is likely to be a demand for a small proportion of specialist accommodation for sale on the open market.</p> <p>Calculations based on the 2011 Census and Wigan SHMA indicate a need for a minimum of 19 enhanced sheltered units and 24 extra care units in Standish, to be provided on the open market for sale and leasehold.</p> <p>However, in the shorter term, the proportion of the very elderly is around average and there are fewer long term sick/disabled, suggesting that demand for care home accommodation would be more constrained until later in the plan period.</p>

²⁶ More detailed information about the increasingly wide and specialised range of housing options for older people is available in the Strategic Housing for Older People Resource Pack, published by the Housing Learning and Improvement Network, and available at <http://www.housinglin.org.uk/library/Resources/Housing/SHOP/SHOPResourcePack.pdf>

Factor	Source(s) (see Chapter 3)	Summary of data gathered on factor	Conclusion
<p>Recent supply of housing</p>	<p>Wigan Draft SHMA, Census</p>	<p>SHMA notes that the recent supply of housing has been larger family homes and as such, there is an oversupply of this type of unit because very few smaller homes are being developed at present across Wigan, meaning there is an existing undersupply of accessible bungalows and apartments.</p> <p>There therefore needs to be a better mix of housing on new developments including the provision of attractive down-sizing options, including bungalows and freehold and leasehold sheltered accommodation. Between January 2010 and June 2013, 52% of all homes on larger sites were four bedroom detached homes, with fewer smaller homes and apartments being built, and this trend appears to be continuing as of 2015-16.</p> <p>Census shows recent increase in three room households in Standish but decreases in one, two, four and five room households, and increases in seven and eight room households.</p>	<p>As per previous conclusions, Standish Neighbourhood Plan should be very clear that the evidence, including the SHMA and the Census shows a high existing oversupply of larger, detached homes.</p> <p>As such, smaller homes, including accessible bungalows and apartments for older people, should be strongly supported by the neighbourhood plan.</p> <p>At the same time, any proposals by developers for a significant number of new larger (three bedroom plus) and/or detached homes should be discouraged.</p> <p>Where such dwellings are proposed, developers should be required to provide robust local evidence of need, given that the existing evidence base interrogated by this report appears to indicate so strongly that it is smaller dwellings that are most in need and that need from older people appears to significantly outweigh need from younger or middle-aged families.</p>

Recommendations for next steps

135. This neighbourhood plan housing needs assessment has aimed to provide Standish Voice with evidence on housing trends from a range of sources. We recommend that the Neighbourhood Forum should, as a next step, discuss the contents and conclusions with Wigan Council with a view to agreeing and formulating draft housing policies²⁷, taking the following into account during the process:
- the contents of this report, including but not limited to Table 19;
 - Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the adopted and emerging development plans;
 - the views of Wigan Council;
 - the views of local residents; and
 - the views of other relevant local stakeholders, including housing developers.
136. Recent changes to the planning system, as well as forthcoming changes to the National Planning Policy Framework, alongside the implementation of the Housing and Planning Act, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
137. This advice note has been provided in good faith by AECOM consultants on the basis of housing data current at the time of writing (alongside other relevant and available information).
138. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by Wigan Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
139. At the same time, monitoring ongoing demographic or other trends in the factors summarised in Table 19 would be particularly valuable.

²⁷ The following Locality guidance may be helpful during this process: 'Writing Planning Policies': (<http://mycommunity.org.uk/wp-content/uploads/2015/02/Writing-planning-policies-v51.pdf>) and 'How to write Planning Policies': (<http://mycommunity.org.uk/resources/neighbourhood-planning-how-to-write-planning-policies/>)

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