



# CITY DEAL

Preston, South Ribble & Lancashire

## CITY DEAL EXECUTIVE AND STEWARDSHIP BOARD

**Private and Confidential: No**

### ITEM FOR INFORMATION / NOTING IN ADVANCE OF THE CITY DEAL MEETING SCHEDULED FOR 16<sup>TH</sup> AUGUST 2018

#### **2017/18 End of Year Monitoring Report**

(Appendices '1', '2', '3' and '4' refer)

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#### **Executive Summary**

This report provides the City Deal Executive and Stewardship Board with an overview of how the Programme has performed during 2017-18 (Year 4). The report brings together both quantitative and qualitative information relating to the Core/Supporting Outputs and key projects/development sites in the Business and Delivery Plan. This information is summarised in the dashboard attached at Appendix '1', which will be used as part of the annual return to Government.

Performance can be summarised as follows:

**Housing outputs** – Total completions to date are 3702 units. This is ahead of revised targets set by Keppie Massie in 2016. Planning submissions and consents are broadly on track, in part, supported by unallocated sites coming forward.

**Commercial sites** – There has been a strong performance in commercial site completions to date and the momentum is continuing with this years' targets being exceeded. Demand for land remains high at key employment sites, which will help meet future targets that are forecast to increase significantly in forthcoming years. See Appendix '2' – employment sites dashboard.

**Employment and skills** – Work continues with partners to deliver a range of activities with schools and businesses aimed at encouraging the recruitment of apprentices within the construction sector – a number of case studies are included in Appendix '3'.

**Public and Private sector investment** – A total of £44.9m of public and private sector investment has been made in transport infrastructure during 2017/18.

**Infrastructure update** – Broughton Bypass and Pope Lane roundabout completed in Year 4 and work started on the Penwortham Bypass. Significant work was undertaken during year 4 to secure statutory approvals for the Preston Western Distributor.

#### **Recommendation**



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The City Deal Executive and Stewardship Board is requested to note the overall performance of the Programme in 2017/18 and endorse the proposed Annual Return to Government as set out in the report.

## Background and Advice

### 1.0 Background and Advice

- 1.1 The Stewardship Board previously agreed that two sets of monitoring outputs be prepared annually:
- 1.2 Firstly, the Core Output data set agreed with Government, including housing units (consented and completed), commercial floorspace (consented and completed), private sector investment and jobs accommodated. It was agreed that this data set should form the substantive part of the Annual Monitoring Return to Government, and;
- 1.3 Secondly, a Supporting Output data set to include metrics to track planning consents, development activity on specific sites (including Homes England sites), and outputs to monitor progress with transport and community schemes. It was agreed that this data set should be presented annually to the Stewardship Board and Executive for consideration by the local partners.
- 1.4 This report sets out Year 4 performance and performance to date against both sets of outputs

### 2.0 Housing Outputs

- 2.1 Overall, since the start of the Deal period, housing completions stand at **3702** with **965** completions recorded in year 4 2017/18. A reconciliation exercise has taken place and adjustments to previously reported figures have shown that more completions have actually taken place than previously reported. **3702** completions exceeds the Keppie Massie target of **2996** but is lower than the original City Deal target of **4176**. Housing performance is strong, although it should be noted that not all units counted for Government reporting will generate income for the finance model. This will be explored more fully following the housing site review being undertaken by Hive.
- 2.2 From the planning perspective, a total of **13,010** housing units cumulatively have been submitted for planning up to year 4. In year 4, the overall submissions totalled **2836** exceeding the annual target of **1405**.
- 2.3 Planning consents in year 4 were **2094** against a target of **1740**. In total **12529** units across the City Deal area have been consented with outline or full planning permission.



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A breakdown of the housing targets and outputs is set out in Table 1 below

**Table 1 Housing – core and supporting outputs**

<b>Core and supporting outputs</b>	<b>17/18 Target</b>	<b>17/18 Actual</b>	<b>Total to date</b>	<b>All Years Cumulative Variance</b>
Total number of Housing units completed	980	965	3702	+706
Total number of housing units submitted for planning	1405	2836	13010	n/a
Total number of Housing units consented for planning *	1740	2094	12529	n/a
sites at which construction is actively taking place	-	32		n/a

\* Includes Outline and Full Planning consent

Targets relate to Keppie Massie trajectory 2016

Following a recent reconciliation exercise the total completions to date includes adjusted figures to those previously reported.



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Focussing upon the key Homes England sites, progress has been made against the following key milestones in 2017/18:

**Table 2 – Supporting outputs for Homes England sites:**

Supporting output	14/15 Target	14/15 Actual	15/16 Target	15/16 Actual	16/17 Target	16/17 Actual	17/18 Target	17/18 Actual	All Years Cumulative Variance
Number of Homes England sites submitted for planning permission	1 outline	1 outline	1 outline	0	2 outline	1 outline	0 housing 2 commercial (full)	0 housing 2 commercial (full)	+1
Number of Homes England sites granted planning permission	3 outline	3 outline	0	0	1 outline	1 outline	0 housing 3 commercial (full)	0 housing 2 commercial (full)	+2
Number of Homes England sites where construction is actively taking place <sup>i</sup>	3	3	3	3	8	5	7 housing 1 commercial	6 housing 1 commercial	N/A**
Total number of housing completions on Homes England sites	60	44	70	34	114	127	147	155	-31***

Source: Homes England

When referring to Homes England sites, for the purpose of this section of the table (construction actively taking place), each phase has been counted as a separate site. For example for Cottam Hall, Cottam Site K, Phase 2 and Phase 3 are being treated as three sites.

\*\* A cumulative figure is not appropriate as the amount of sites actively under construction carries forward year on year.

\*\*\* This figure represents the cumulative variance; however the targets within the Business Delivery Plan change annually based on current /past delivery. It should be noted that in the earlier years of the Deal there was some under achievement compared to that of the targets however the past two years targets have been exceeded portraying strong build out rates as a number of outlets are now on site.



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### **3.0 Performance on Homes England Sites:**

- 3.1 Residential development is currently underway at 6 Homes England City Deal sites and developers are building out at pace. In 2017/18, 155 housing units completed against a forecast of 147. Two housing sites performed particularly well, with Croston Road South completing 46 new homes and Whittingham Phase 1 completing 39 new homes throughout the year. One key residential site in South Ribble (Walton Park Link Road) achieved start on site within 2017/18 and will go on to deliver 280 new homes. Morris Homes had their Reserved Matters application approved at Cottam Hall Phase 3, which will result in them starting on site in 2018/19 on a development that will deliver 119 new homes.
- 3.2 There are two Homes England sites in the City Deal which are complex and present delivery challenges, these being Pickering's Farm and Whittingham Hospital. However progress has been made to overcome these challenges and, in both cases, steering groups have been established and multidisciplinary consultant teams have been appointed to further de-risk the site and focus on resolving these delivery issues in order to move the sites forward.

### **4.0 How we are working to progress housing delivery:**

- 4.1 The Development Sites Delivery Group continue to take a strategic role in overseeing the sites and are working with Hive consultants to explore next steps in understanding performance to date, identifying blockages to future performance and in particular working on solutions to ensure site delivery is optimised. The findings and recommendations of this work are expected to be presented to the City Deal Executive in August.
- 4.2 Partners are engaged in a review of the local plan and City Deal will continue to form a part of officer discussions and the agenda of the Central Lancashire Joint Advisory Committee.

### **5.0 Notable progress has been made on the following named sites:**

- 5.1 **Haydock Grange – Hoyles Lane** - Phase 2, for 245 units has recently received reserved matters permission and the developer is anticipating to start on site early in 2019.
- 5.2 **North of Eastway and Cottam Hall Phase 2** - Story Homes are progressing well at both of their sites, with a total number of 37 and 36 units completed within the year.
- 5.3 **Altcar Lane**- the approved masterplan provides for 600 dwellings split into two parts. Redrow have the greater part of the site and have Outline approval for 400 dwellings. A reserved matters application is currently under consideration for 232 dwellings. The southern part of the site is in the ownership of Homes England who have Outline Approval for 200 dwellings and a Reserved Matters application is



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expected in the next two months. As this part of the site is part of the accelerated construction programme with Homes England, a start on site is expected shortly after the determination of the Reserved Matters application

**5.4 Croston Road (southern end)** - Progressing at pace with Miller Homes building out their ermission for 175 units abutting Schleswig Way.

**5.5 Wesley Street Mill** – Reserved matters consent secured (196 dwellings) and work started on site in April 2018.

**5.6 Moss Side Test Track** - The Masterplan for Moss Side Test Track was approved in July 2017 for a mixed use scheme which included up to 950 dwellings. A hybrid planning application reflecting the Masterplan, was submitted in November 2017. It is anticipated that the application for 197 units in full and 753 in outline will be determined in September 2018.

**5.7 The following sites have not progressed as anticipated:**

**5.8 Small allocated sites** – in Preston a number of allocated sites, with the potential of around 225 units collectively have been pushed back in the housing trajectories by around 3 years or have been removed from the 5 year housing land supply completely.

**5.9 Pickering's Farm** - Work to prepare a masterplan has awaited collaboration arrangements between the site's two principal developer interests, Homes England and Taylor Wimpey. The early stages of the Master plan preparation have however commenced with the formation of a working group, and a number of meetings have taken place.

**5.10 Brindle Road** – Planning applications refused – Persimmon (261 units) and Bellway (193 units). Bellway have appealed this refusal and the application will be heard at a Public Inquiry (August 2018).

**5.11 Heatherleigh/Croston Road** - Parts of this site face challenges with land in multiple ownership but progress is being made between the interested parties to resolve this. Homes England have now increased their land ownership in the northern section of the site which will assist delivery.

**5.12 Land to the north and south of the Cawsey** (Bovis and Morris) was delayed because of the Planning Appeal for an access through the Sumpter Horse which in turn delayed negotiations for the completion of the Cross Borough Link Road. The appeal was successful for the developer and permission was given for access off Leyland Road. Negotiations however are still ongoing to access the site from the link road which is the preferred planning option. The site is being marketed by Bovis but there doesn't appear to be a prospective purchaser at this stage. Morris are now commencing on site and it is envisaged once the legal agreements are finalised the link road will commence in the near future.



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## 6.0 Key Risks and issues in relation to housing outputs:

- 6.1 A comparison of target and actual housing outputs over the last year suggests strong performance, although this performance is characterised by a reliance on non-City Deal sites. Both districts have performed well against their target completions. Notably, North West Preston sites delivered more than one-third of all the year's housing completions. Elsewhere, a sizeable proportion of completions (one-third) were delivered on windfall sites. As noted above, several of South Ribble's larger sites in particular have not progressed as anticipated.
- 6.2 Houses submitted or consented for planning during the year show a similar trend in windfalls being brought forward and some larger City Deal sites not progressing as expected. Housing units submitted for planning have far exceeded targets in both districts, although performance for consents is mixed, with 1,000 units over target consented in Preston compensating for a shortfall in South Ribble. Generally, windfalls make up a notable amount of submissions and consents during the year.
- 6.3 Whilst the numbers of housing units submitted and consented during the year bodes well for future housing delivery performance, the numbers being delivered on windfall sites presents an immediate and ongoing challenge to the City Deal financial position where those sites do not bring an income to the fund. This may also challenge the housing market's ability and their pace in bringing City Deal housing sites forward, with similar financial consequences.

## 7.0 Commercial Floorspace Outputs

### 7.1 Completions

- 7.2 Overall in year 4 there has been a relatively strong performance of completions against targets with **9,635 sq m** of commercial floorspace completions compared with the target of **2,640 sq m**.
- 7.3 This is largely due to the continuing progress of build out of industrial units at Red Scar, Preston East and South Rings, plus the completion of a new leisure destination at the Preston Guildhall Theatre.
- 7.4 Cumulatively completions are also on target against trajectories with **55,592 sq m** of commercial floorspace completions compared with the target of **53,546 sq m**.
- 7.5 The accelerated build out at Red Scar and South Rings, albeit of a relatively limited scale and for generally smaller units, has compensated for slower than anticipated development activity at other Preston East sites.
- 7.6 Demand for development land, however, remains high at key employment sites and especially for freehold land. There is further ongoing construction at Preston East with expected completion of an additional car showroom in 2018 and next





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phase development at Vision, Red Scar, along with other Preston East sites with mixed tenure expected to come forward. Farington Hall Estate, Leyland is also expected to be brought forward next year responding to market demand. Speculative build out is likely to continue to focus on smaller units in the short term with larger Design & Build units mainly enquiry led by strategic and local relocations.

7.7 From year 5 onwards completion targets ramp up in scale as scheduled large site delivery is anticipated. These next phase completions at Preston East and the City Centre are scheduled to begin in years 6 and 7, with development progress underway. Firmed up milestones will be developed in years 5 and 6 in order to confirm that delivery will proceed as per City Deal schedule. There will be delays, however, with the delivery of the Cuerden Strategic Site.

7.8 In addition, consideration is being given to how occupation rates might be monitored going forward, thus giving a more accurate picture of commercial activity.

## 8.0 Submissions/Consents

8.1 With regard to planning submissions in year 4, **40,116 sq m** of commercial floorspace was **submitted** for planning compared with the target of **37,400 sq m** and **200,152 sq m** of commercial floorspace was **consented** for planning compared with the target of **233,067 sq m**. Delays with the consent of Moss Side Test Track accounted for this underperformance.

8.2 There are some commercial floorspace consents on mixed-use sites (Whittingham Hospital and Cottam Hall) that won't come to fruition due to changes to the site focus, however these relate to a relatively small area in the context of total City Deal sites.

8.3 A breakdown of the commercial sites targets and outputs is outlined in Table 3 below.

8.4 Following the adoption of revised baseline commercial completion targets (Keppie Massie report), planning submissions and consents are now monitored in year and on a site by site basis. The Dashboard attached at Appendix '2' shows that 15 out of 34 live projects are performing in line with anticipated completion targets. A further 15 projects have mitigation actions in place to support delivery.





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**Table 3: commercial floor space – core and supporting outputs**

<b>Core and supporting outputs</b>	<b>17/18 Trajectory (sq m)</b>	<b>17/18 Actual (sq m)</b>	<b>17/18 variance</b>	<b>All Years Cumulative Variance</b>
Commercial floorspace completed (sq m)	2,640	9,635	+6,995	+2,046
Commercial floorspace consented for planning (sq m)	233,067	200,152	-32,915	n/a
Commercial floorspace submitted for planning	37,400	40,116	+2,716	n/a

## **9.0 How we are working to progress employment sites:**

- The current employment completions have performed well and on some existing employment sites, for example at Red Scar, Preston East and South Rings, Bamber Bridge, build out has been brought forward in response to market demand, albeit in the case of South Rings unit types have been modified from the original office use to hybrid units that better suit current market conditions.
- Commercial floorspace completions will continue to be concentrated on these established sites at Red Scar and South Rings in the immediate term.
- Whilst development activity is subject to market demand and commercial opportunities, partners are working in a number of areas to ensure that future targets are met, including:
  - Releasing land – progress is being maintained on releasing land, in particular on LCC and Homes England sites in Preston East, and Farington Hall Estate in South Ribble where there has been recent developer interest following ongoing land disposal.
  - Developing the city centre – a range of activities are being undertaken to develop and implement city-wide schemes, for example completing complementary public realm schemes, progressing 'Opportunity Area' masterplans (Stoneygate) and producing marketing collateral (Harris Quarter).
  - Marketing - implementation of a Marketing & Communications Plan continues to generate investor interest. Recent activities include the launch of the Invest Central Lancashire proposition focussing upon our 'Game changing' sites, integration within Lancashire-wide marketing activity (for example Invest Lancashire), the development of



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complementary site specific marketing strategies (for example Samlesbury Aerospace Enterprise Zone) and regular Developer & Investor events.

- Enquiry handling – protocols are being developed in order that enquiries received, for example following the launch of Invest Central Lancashire, are co-ordinated and all relevant support and resources are made available.
- Accelerating delivery - a programmed approach continues to bring forward housing sites, aided by the intervention of the Development Sites Delivery Group, including mixed-use sites where there is a commercial element. These will benefit development of employment land, for example, at Moss Side Test Track and Pickerings Farm in South Ribble.

## 10.0 Project activity continues to expedite specific site development matters including;

- **Bluebell Way** - The sales process for this site has been extended due to increased market interest and the requirement to extract best value. A formal tender process will be employed to fix a disposal date and conclude a sale.
- **Altus, Preston City Centre** – this site continues to be strongly marketed through City Deal and is a key scheme featured in the Invest Central Lancashire proposition launch. Preston City Council are developing a business case to attract an anchor tenant.
- **Cuerden Strategic Site (Lancashire Central)** - has been subject to recent press releases in relation to its anchor tenant, IKEA, who have expressed a wish to withdraw their plans. Lancashire County Council will continue to work hard with their partners to ensure they reach the best possible outcome for the site.
- **Pickerings Farm** - A masterplan is being prepared that will inform potential commercial uses.

## 11.0 Notable progress has been made on the following named sites:

- **Eastway** – Planning consent has been obtained for 5,596 sq m warehouse and health care centre.
- **Preston East Employment Area** – build out is continuing and plans are being put in place to progress the due diligence and marketing strategy for Preston East Employment Expansion Land that will release land supply to meet anticipated future demand.
- **The Guild Hall Theatre** - has completed the refurbishment of its new leisure destination (LeVel), whilst the new Market Hall has been completed.
- **Engineering Innovation Centre (EIC)** - progress is being maintained on the construction of this centre with further phases including the £60m Student Centre undergoing preparation.



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- **Queen's Shopping Park (Horrockses)** - progress is being maintained with Phase 2 completed and planning applications consented for additional phases.
- **South Rings Phase 2** - hybrid units have been partly completed ahead of schedule with strong pre-sales occupied.
- **Moss Side Test Track** – A masterplan has been adopted and planning application submitted, included within which is a range of commercial space.

## 12.0 The following sites have not progressed as anticipated:

- **Cottam Hall** – it is not expected to contain a commercial element.
- **Cottam Brickworks** – the site is not progressing as expected, and will be subject to review at the Development Site Delivery Group.
- **Whittingham Hospital** – there is no commercial use in the current masterplan due to a lack of market demand.
- **College House** – there has been little activity from the landowner to bring the site forward.
- **Cop Lane, Penwortham** – Tesco have recently pulled out of the site but which has now been re-marketed and is attracting strong market interest.

## 13.0 Jobs related to commercial floorspace

13.1 There have been a total of 1,670 jobs in Year 4 associated with City Deal commercial floorspace completions, infrastructure construction, new letting and acquisitions of existing commercial floorspace and BOOST business support activities.

13.2 This excludes employment associated with the apprenticeships, for which data is not yet available due to academic years.

Table 4 below provides a breakdown of jobs targets and outputs.

**Table 4: Jobs – outputs**

<b>Jobs outputs</b>	<b>17/18 Trajectory</b>	<b>17/18 Actual</b>	<b>All Years Cumulative Variance</b>
Jobs accommodated - Via commercial floorspace completions*	61	224	+47
- Construction jobs connected to Capital Investment**	282	517	+400
- Jobs associated with existing floorspace	N/a	809	N/A



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- Business activities	Support	N/a	120	N/A
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\* Gross jobs based on an average of 43 sq m per job, as per CLG guidance.

\*\* Based on one job per £86,945 of capital investment

In addition to the above, 187 businesses in Preston and South Ribble have been supported specifically through the BOOST project, and 120 associated jobs created, see Table 5 below.

**Table 5: Business support and associated jobs**

Output	2017/18
New businesses supported through BOOST	187
Jobs created through BOOST business support	120

Source: BOOST

## 14.0 Skills and Employment

14.1 The outputs in relation to skills and employment were reported to this Board in November 2017 (please refer to the Table below). The outputs for skills and employment will be updated in November 2018 following the end of the academic year which is the time frame for reporting on these metrics.

14.2 Partners have continued to deliver a wide range of activities in the City Deal area directly with schools and businesses and have also been proactive in recruiting apprentices within the construction sector. A selection of these initiatives are illustrated in the case studies provided in Appendix '3' and include 'Bridge the Gap'. STEMFirst commissioned by the Lancashire Enterprise Partnership has developed a secondary school STEM Challenge titled 'Bridge the Gap' to highlight the local opportunities in South Ribble for Science, Technology, Engineering and Maths jobs in the area of construction / civil engineering / structural design and building services and to raise awareness of City Deal.

STEMFirst designed a box of resources for students in Key Stage 3, which was delivered by consultants and STEM partners to Secondary schools in South Ribble to help students learn more about STEM Skills, undertake hands on challenges and explore local opportunities for future careers. STEMFirst initially delivered a pilot programme which involved 82 pupils and since then partners have delivered the programme in schools with 963 pupils involved. Feedback has been collected for the delivered sessions with extremely positive feedback from pupils, teachers and STEM Ambassadors/Teachers with 95% of students saying they knew more about STEM careers pathways and 85% knew more about City Deal.

14.3 The Central Lancashire Construction Skills Hub continues to be a key partner in delivering activity. Examples of recent activity include meet the buyer events and



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networking events that focus on keeping partners informed about issues pertinent to construction in the City Deal area.

14.4 The City Deal Skills and Employment Steering group meets regularly with the key aim of steering the activities which aim to maximise the impact of City Deal investment for the benefit of local residents and businesses, not only in terms of individuals equipped with the skills required to benefit from the ensuing employment opportunities, but also in terms of ensuring SMEs are equipped to benefit from associated procurement opportunities. The steering group will aim to develop a more co-ordinated approach to skills delivery in the City Deal area. The Steering Group is currently focused on developing a marketing prospectus relating to employment and skills and ensuring a coordinated approach to partner activity in the City Deal area.

14.5 Interviews have taken place for a City Deal Skills and Employment Coordinator and an offer of employment has been made. This role will support the embedding of employment and skills across the City Deal area and will liaise with developers and occupiers, relevant groups and leads within the City Deal Skills and Employment Governance structure, the Local Planning Authority and other relevant partners. The role will also support developers and occupiers in preparing detailed Employment & Skills Plans in liaison with key partners.

## 15.0 Public and Private Sector Investment

15.1 In 2017/8 a total of £44.9m of public and private sector investment has been invested in transport infrastructure which has resulted in the achievement of the infrastructure and the construction jobs referred to in Table 4. In addition £55m Pension fund investment has been made to date

**Table 6: Public and private sector investment – core outputs**

Core outputs	17/18 Trajectory	17/18 Actual	All Years Cumulative
Public Sector Investment (to support Infrastructure programme)	13.996m	31.327m	104.292m
Private Sector Investment (to support infrastructure programme)	£28.842	13.639m	19.374m
Pension Fund Investment	-	-	£55m *



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15.2 The timing of receipts means that income is not split evenly into quarters or through the year. Due to delays in the delivery of housing, public sector investment has been used to fund the infrastructure delivery programme temporarily until the private sector income is realised off the back of development being delivered.

## 16.0 Infrastructure Delivery

### 16.1 Key achievements in 2017/18 include:

- **Broughton Bypass** – completed and opened in October 2017
- **Pope Lane Roundabout** – this scheme completed in 2017 with a new junction established.
- **Preston Bus Station and car park improvements** – completion in summer 2018
- **Preston Western Distributor (PWD)** Outline business case submitted and approved, CPO confirmed.
- **Penwortham Bypass** – work started on this scheme in 2017 and is progressing as planned.
- **Bamber Bridge Improvements** – construction is well underway on this scheme.
- **City Transport Plan/Walking and cycling strategy and corridors masterplanning exercise** – a commission has been agreed to align these strategies into a prioritised delivery plan.
- **South Ribble Campus Strategy** – work on this completed in 2017.

## 17.0 Risk Analysis/Management (Appendix '4')

Attached to this report is the current programme level risk analysis which is supported and informed by lower level operational risk logs managed by project managers. The programme level risk analysis is updated 6 monthly in keeping with Government reporting requirements.

### List of Background Papers

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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