

## Summary Proof of Evidence of Ben Pycroft re: Housing Land Supply

For Angle Property (RLP Shepperton) LLP | 23-532

Residential development at Bugle Nurseries, 171 Upper Halliford Road,  
Shepperton, TW17 8SN

**Project:** 23-532  
**Site Address:** Bugle Nurseries, 171 Upper Halliford Road, Shepperton, TW17 8SN  
**Client:** Angle Property (RLP Shepperton) LLP  
**Date:** 31 October 2023  
**Author:** Ben Pycroft

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# 1. Introduction

- 1.1 This summary proof of evidence is submitted on behalf of Angle Property (RLP Shepperton) LLP (i.e. the Appellant) in support of its appeal against the decision of Spelthorne Borough Council to refuse to grant planning permission for an outline application with approval sought for scale, access and siting, with details of appearance and landscaping reserved, for the demolition of existing buildings and structures, removal of waste transfer facility and the redevelopment of the site for up to 80 residential units and the provision of open space and a play area, plus associated works for landscaping, parking areas, pedestrian, cycle and vehicular routes at Bugle Nurseries, 171 Upper Halliford Road, Shepperton (LPA ref: 22/01615/OUT, PINS ref: APP/Z3635/W/23/3325635).
- 1.2 This summary and my main proof of evidence address matters relating to the Council's five year housing land supply (5YHLS). They should be read alongside the proof of evidence of Mr Ledwidge, which addresses all other planning matters in relation to this case.
- 1.3 I have addressed the Council's 5YHLS within the context of the current Framework. Should a revised Framework be published prior to the determination of the appeal, then I respectfully request the opportunity to submit further evidence in relation to 5YHLS on behalf of the Appellant.

## Qualifications

- 1.4 I am Benjamin Michael Pycroft. I have a B.A. (Hons) and postgraduate diploma in Town Planning from the University of Newcastle-upon-Tyne and am a member of the Royal Town Planning Institute. I am a Director of Emery Planning, based in Macclesfield, Cheshire.
- 1.5 I have extensive experience in dealing with housing supply matters and have prepared and presented evidence relating to five year housing land supply calculations at several Local Plan examinations and over 50 public inquiries across the country.
- 1.6 In April 2023, I prepared evidence on the Council's 5YHLS for an appeal made by Future High Street Living (Staines) against the decision of the Council to approve planning permission for the demolition of the former Debenhams store and redevelopment to provide 226 dwellings at 37-45 High Street, Staines-upon-Thames<sup>1</sup>. The appeal was heard at a public inquiry which took place in May 2023. For that appeal, it was agreed that at 1<sup>st</sup> April 2022 the deliverable supply was within the range of 2.78 to 3.52 years. As a result, both parties invited the Inspector to determine the appeal having regard to that range. Both parties also agreed that the precise position within the bracket does not alter the weight the respective

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<sup>1</sup> PINS ref: 3312440 – decision issued 13<sup>th</sup> July 2023 – core document 10.14



parties gave to the benefit of providing new homes. In those circumstances the parties agreed it was not necessary for the Inspector to make a finding as to where within the bracket the housing land supply fell for the purpose of that appeal. On this basis, once the Inquiry opened, the Inspector in that case confirmed that they did not need to hear the evidence presented on 5YHLS.

- 1.7 I understand my duty to the inquiry and have complied, and will continue to comply, with that duty. I confirm that this evidence identifies all facts which I regard as being relevant to the opinion that I have expressed, and that the Inquiry's attention has been drawn to any matter which would affect the validity of that opinion. I believe that the facts stated within this proof are true and that the opinions expressed are correct and comprise my true professional opinions which are expressed irrespective of by whom I am instructed.
- 1.8 I provide this summary, my main proof of evidence and a set of appendices. I also refer to several core documents and the Statement of Common Ground in relation to housing land supply.



## 2. Summary

### Five year housing land supply

- 2.1 From the outset, the Council accepts that it cannot demonstrate a 5YHLS. Whilst the Council's latest published statement claims that the deliverable 5YHLS is 3,424 dwellings equating to 4.6 years, for the appeal at the former Debenhams store described above, the Council significantly revised its position and considered that it could demonstrate a deliverable 5YHLS at 1<sup>st</sup> April 2022 of 2,615 dwellings, which equated to 3.52 years (a shortfall of 1,093 dwellings). On 16<sup>th</sup> October 2023, the Council confirmed that for this current appeal, the base date remains at 1<sup>st</sup> April 2022 and that it considers it has a 3.52 year supply.
- 2.2 The following matters in relation to 5YHLS are agreed:
- The base date for the assessment is 1<sup>st</sup> April 2022 and the five year period is to 31<sup>st</sup> March 2027;
  - The 5YHLS should be measured against the capped local housing need figure of 618 dwellings per annum;
  - A 20% buffer should be applied; and
  - A 5YHLS cannot be demonstrated.
- 2.3 The extent of the shortfall in the 5YHLS is not agreed. As above, the Council considers that it can demonstrate a 5YHLS of 2,615 dwellings. I have assessed the Council's 5YHLS and conclude that 542 dwellings should be removed from the following sites:

**Table 2.1 – Disputed sites in the Council's 5YHLS**

	LPA ref	Address	Capacity (Net)	LPA 5YHLS	EP 5YHLS	Difference
1	18/00995	5-7 Clarence Street	5	5	0	5
2	18/01267	West Wing, Council offices	25	25	0	25
3	18/01228	Ashford Depot	37	37	0	37
4	19/00102	HMRC, Forum House, 14	40	40	0	40



	LPA ref	Address	Capacity (Net)	LPA 5YHLS	EP 5YHLS	Difference
		Thames Street				
5	18/01749	61-63 High Street, Staines	5	5	0	5
6	21/01220	Magna House, 18-32 London Road, Staines	26	26	0	26
7	19/01069	Shepperton House, 2-4 Green Lane, Shepperton	13	13	0	13
8	23/00098	34-36 OAST House	184	184	0	184
9	23/00388	Ashford Multi-storey car park	45	45	0	45
10	23/00865	Land at Woodthorpe Road and Station Approach, Ashford	40	40	0	40
11	23/00724	Benwell House, Green Street	35	35	0	35
12	SP23/00557/SCC	Sunbury Fire Station	12	12	0	12
13	23/00058	White House, Ashford	17	17	0	17
14	AS1/003	Staines Fire Station	50	50	0	50
15	AT3/020	Fir Tree Place, Church Road	8	8	0	8
			<b>Total</b>	<b>542</b>	<b>0</b>	<b>542</b>



2.4 I therefore conclude that the 5YHLS at 1<sup>st</sup> April 2022 is 2,073 dwellings (i.e. 2,615 – 542 = 2,073). Against the Local Housing Need and a 20% buffer, this equates to 2.79 years and a shortfall of 1,635 dwellings as shown in the following table:

**Table 2.2 – Spelthorne’s 5YHLS at 1<sup>st</sup> April 2022**

		Council	Appellant
	<b>Requirement</b>		
A	Annual housing requirement	618	
B	Five year housing requirement (A X 5 years)	3,090	
C	20% buffer (20% of B)	618	
D	Five year supply to be demonstrated at 1 <sup>st</sup> April 2022 (B + C)	3,708	
E	Annual requirement plus 20% (D / 5 years)	742	
	<b>Supply</b>		
F	5YHLS at 1 <sup>st</sup> April 2022	2,615	2,073
G	Supply in years (F / E)	<b>3.52</b>	<b>2.79</b>
H	Undersupply against 5 year housing requirement and buffer	<b>-1,093</b>	<b>-1,635</b>

2.5 Whilst the shortfall in the 5YHLS is not agreed, it is agreed that the deliverable supply is within the range of 2.79 to 3.52 years. As a result, both parties invite the Inspector to determine the appeal having regard to that range within the context of the current Framework. As above, should a revised Framework be published prior to the determination of the appeal then both parties reserve the right to submit additional representations on 5YHLS.

2.6 The implication of this is addressed by Mr Ledwidge.



