

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: THURSDAY, 23rd MAY, 2013
title: CORE STRATEGY - GYPSY AND TRAVELLER ACCOMMODATION
ASSESSMENT UPDATE

submitted by: MARSHAL SCOTT – CHIEF EXECUTIVE
principal author: PHIL DAGNALL – ASSISTANT PLANNING OFFICER

1. PURPOSE

1.1 To report on the update to this Core Strategy evidence base document following a request from the Planning Inspectorate in relation to the Submitted Core Strategy.

1.2 Relevance to the Council's ambitions and priorities:

- Council Ambitions – The revision of this document will have a bearing on our future ability to adopt planning policy documents and therefore could influence future development within the borough.
- Community Objectives – through the planning system to maintain, protect and enhance the natural and built features that contribute to the quality of the environment.
- Corporate Priorities – To match the supply of homes to identified housing needs.
- Other Considerations – None

2 BACKGROUND

2.1 All planning policies within the Core Strategy have to be based on reliable evidence, including those relating to housing and accommodation for Gypsy and Traveller communities. This evidence lies within a Gypsy and Traveller Accommodation Assessment or GTAA. The evidence-based approach mentioned above is also set out in the Core Strategy, specifically in Key Statement H4 (Core Strategy page 59) and Development Management policy DMH2 Gypsy and Traveller Accommodation (page 103).

2.2 Following the submission of the Core Strategy to the Planning Inspectorate in September 2012, the Inspector suspended the Examination in Public of the document Examination and requested that certain parts of the Strategy's evidence base, including this element, be reviewed and updated.

2.3 It is important to note that the GTAA only identifies future accommodation need and does not identify particular land allocations or sites to accommodate this need. Such site allocations will be a part of a separate planning document to be progressed in the near future.

3. MAIN POINTS and FUTURE PROVISION

- 3.1 The updated GTAA document is attached. Members should note that Core Strategy Key Statement H4 (Core Strategy page 59 - 60) supporting text identifies a need based on the previous GTAA of 6 further residential pitches to 2016 with transit need for accommodation of 6 caravans over the same period. This need related to the period to 2016.
- 3.2 The updated GTAA (see GTAA Chapter 5) does not identify any current unmet gypsy and traveller need and considers that none that will arise in the next 10 years ie to 2023 "beyond potential in migration" (para 5.27), which the report considers is very difficult to predict. In relation to migration (para 5.25) it states that net migration should be set at nil and that accommodation be driven by locally identifiable need. It goes on to state (para 5.27) that there are a number of younger children in the current gypsy and traveller community who may need their own accommodation between 2023 and the Core Strategy's horizon of 2028 without quantifying this number.
- 3.3 The updated GTAA also stated that there was no predicted future need for Travelling Showpeople's accommodation (para 5.28). It also emphasised the need for cross boundary dialogue on GTAA matters with adjacent local authorities (see paras 3.33 to 3.41).

4. CONCLUSION

- 4.1 Given the above the updated GTAA does not imply any significant change to the text of Key Statement H4 or to the accompanying Development Management policy but may require change to the provision figures within the H4 supporting text by updating the text with the suggested new figures and timescales indicated. It should be emphasised that the text of the actual policy remains the same.

Philip Dagnall
Assistant Planning Officer

Marshal Scott
Chief Executive

For further information please ask for Phil Dagnall, extension 4570.

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: THURSDAY 23rd MAY 2013

title: CORE STRATEGY - SERVICE CENTRE HEALTH CHECKS

submitted by: CHIEF EXECUTIVE

principal author: CRAIG MATTHEWS

1. PURPOSE

1.1 To report on the update to this Core Strategy evidence base document following a request from the Planning Inspectorate in relation to the Submitted Core Strategy.

1.2 Relevance to the Council's ambitions and priorities:

- Council Ambitions – The revision of this document will have a bearing on our future ability to adopt planning policy documents and therefore could influence future development within the borough.
- Community Objectives – Through the planning system to maintain, protect and enhance the natural and built features that contribute to the quality of the environment.
- Corporate Priorities - Delivery of services to all.
- Other Considerations – None

2 INFORMATION

2.1 Members are aware of the programme of work being undertaken to put in place the Core Strategy for the borough in accord with current planning legislation. The Core Strategy is the central strategy of the Local Development Framework (LDF) that will assist the Council in the delivery of housing, employment and the protection and enhancement of the environment.

2.2 The policies within the Council's LDF must be informed by a robust evidence base and therefore as part of this, work is currently being undertaken to update the evidence base to support the LDF and the Core Strategy.

2.3 Following the submission of the Core Strategy to the Planning Inspectorate in September 2012, the Inspector suspended the examination in public of the document and requested that certain parts of the Strategy's evidence base, including this element, be reviewed and updated.

2.4 The Service Centre Health Check document attached at Appendix 1 to this report summarises the findings of the Service Centre Health Checks undertaken for Clitheroe, Longridge & Whalley and assesses the health of the local centres in line with recognised methodology as well as national policy, the National Planning Policy Framework (NPPF) published in 2012.

- 2.5 Recent experience and research highlights that the future context for retailing in town centres will be very different and that centres must therefore adapt to the changing policy and economic landscape. Along with the growth of out-of-centre retail development, the economic climate has had an impact on consumer spending which in turn has had a negative impact on the vitality of the high street nationally which has led to an increase in vacancy rates within many town centres, as retailers attempt to compete in this challenging market and property owners struggle to let their shops to retailers.
- 2.6 Clitheroe, Longridge and Whalley, like other centres nationally, need to play an important role in serving the requirements of the local community on a day-to-day basis. They form a focal point for the surrounding area and provide a wide range of services that are accessible to the population, including retail, employment, leisure along with such things as financial and health services.
- 2.7 In summary, the Service Centre Health Check assessments draw some positive conclusions in such that the vitality and viability of all three centres - Clitheroe, Longridge and Whalley appear to be continuing in their own individual roles and function in the wider Borough in terms of healthy functioning centres. Therefore, the broad direction highlighted by the survey is that the current approach in the Core Strategy is appropriate, however it has been discussed in the Core Strategy Working Group that given the emphasis of NPPF there is merit in developing an additional focussed service centre policy to be presented to the inspector in the examination. This will be dealt with by a further separate report in due course.
- 2.8 This Health Check assessment will form part of the evidence base for policies and proposals in the Ribble Valley Local Plan. As part of the plan preparation process, the Council is required to review and assess the vitality and viability of its service centres to help ensure an adequate supply of services and facilities to meet the requirements of the local population both currently and in the future.

CRAIG MATTHEWS
REGENERATION OFFICER

MARSHAL SCOTT
CHIEF EXECUTIVE

For further information please ask for Craig Matthews, extension 4531.

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: THURSDAY 13TH JUNE 2013
title: CORE STRATEGY – EMPLOYMENT LAND STUDY
submitted by: CHIEF EXECUTIVE
principal author: CRAIG MATTHEWS

1. PURPOSE

- 1.1 To report on the update to this Core Strategy evidence base document following a request from the Planning Inspectorate in relation to the Submitted Core Strategy.
- 1.2 Relevance to the Council's ambitions and priorities:
 - Council Ambitions – The revision of this document will have a bearing on our future ability to adopt planning policy documents and therefore could influence future development within the borough.
 - Community Objectives – Through the planning system to maintain, protect and enhance the natural and built features that contribute to the quality of the environment.
 - Corporate Priorities - Delivery of services to all.
 - Other Considerations – None

2 BACKGROUND

- 2.1 Members are aware of the programme of work being undertaken to put in place the Core Strategy for the borough in accord with current planning legislation. The Core Strategy is the central strategy of the Local Development Framework (LDF) that will assist the Council in the delivery of housing, employment and the protection and enhancement of the environment.
- 2.2 The policies within the Council's LDF must be informed by a robust evidence base and therefore as part of this, work is currently being undertaken to update the evidence base to support the LDF and the Core Strategy.
- 2.3 Following the submission of the Core Strategy to the Planning Inspectorate in September 2012, the Inspector suspended the examination in public of the document and requested that certain parts of the Strategy's evidence base, including this element, be reviewed and updated.

3 INFORMATION

- 3.1 The Ribble Valley Employment Land Study 2013 is attached at Appendix 1. The document will form part of the evidence base for policies and proposals in the Ribble Valley Local Plan. As part of the plan preparation process, the Council is required to

review and assess the level and quality of its existing employment sites and premises to help ensure an adequate supply of appropriate sites has been identified over the plan period.

- 3.2 The Study covers all industrial, warehousing and distribution uses, as well as offices. The Study is primarily concerned with those uses included within the planning Use Class B – B1 (business offices/light industrial), B2 (general industrial) and B8 (storage and distribution) and appropriate sui generis uses including recycling and the environmental industry. Also, the land needs of non B-class employment uses, included within the NPPF definition of ‘economic development’, which are also are briefly considered in Section 9.0.
- 3.3 Primarily however, it assesses the supply, need and demand for employment land and premises (use class B) in Ribble Valley in order to provide robust evidence to underpin and inform the Local Plan for the period to 2028. In doing so, the report also comprehensively reviews and updates the employment land and premises research of the existing Employment Land and Retail Study, which dates from October 2008. There are five main elements to this study:
 - An assessment of the Borough’s economy that informs the amount, location and type of employment land and premises required to facilitate its development and growth
 - A review of the current portfolio of employment land and premises
 - Identification and appraisal of additional potential employment land which could be used to meet the Borough’s future land needs
 - An assessment of the potential impact of major public and private sector development proposals, notably the Enterprise Zone at Samlesbury
 - Recommendations on the future allocation of employment land and premises to maintain the Borough’s economic growth.
- 3.4 The research methodology used and further detail is explained in Section 1 of the Study, and Section 2 provides an overview on the national, sub regional and local reports and strategies that have a relevance to the allocation of employment land and premises. Following this the Study then concentrates on the Ribble Valley economy throughout Sections 3, 4 and 5, drawing together a number of existing data sources, using demographic data and analysis to provide a business and economic profile of Ribble Valley.
- 3.5 Section 6 of the Study then looks at the existing portfolio of potential employment land in Ribble Valley, not only how much there is, but also its quality, type, suitability and availability, indicating which sites might be best safeguarded for employment uses, any sites that appear no longer suitable for employment uses at least in their present form, and any need for new allocations. The Borough needs a balanced portfolio of land to accommodate a sustainable, growing economy that can respond to dynamic market conditions, changing business needs and working practices, and by initially establishing how much land there is, consideration can then be applied to how much land is needed in the future for the Local Plan for the period to 2028.
- 3.6 The following Sections 7 and 8 present details on consultations with the public sector primarily Lancashire local authorities neighbouring the Borough, major businesses and business forums and other stakeholders, including a business survey carried out to establish evidence of demand for land and property used to inform the study’s conclusions and recommendations.

- 3.7 Section 9 then provides the Growth Forecasts that are then applied to the assessment of employment land allocations for the Local Plan period to 2028. This process uses five recognised forecasting models, which are historic land take-up forecast and two sets of 'policy off' and 'policy on' employment based and labour supply forecasts based on data from Oxford Economics.
- 3.8 The Oxford Economics' baseline data highlighted in this section indicates that whilst Ribble Valley's employment was initially impacted by the recent recession, with a fall in numbers in 2007 and 2008, there has since been a sharp recovery. Job numbers in 2012 (34,500) were well above those of 2007 (28,700). The forecasts suggest a year on year growth from 2013 through to the end of the Plan period. As a result, over the Plan period total employment is forecast to increase by 1,600 jobs, equivalent to a rise of 4.6 percent from 2012, when the total figure was 34,500.
- 3.9 Members should note that in recognising the forecast projected jobs growth in the Borough, that this figure also may have additional implications with regards to housing growth requirements over the plan period. Planning policies are intended to intervene in the market to ensure, amongst other things, an appropriate balance between housing and employment uses in the Borough. Whilst the drive to deliver more housing is important to aid economic growth also, it should not be at the expense of losing important specific sites that could contribute to local economic development.
- 3.10 Section 9.50 then summarises the five alternative forecast options that have been produced and considered for the Plan period. The calculations for each are summarised in Table 48 on page 124 of the document, which illustrates the net land need for each model when the existing headline baseline supply of 20.00 ha is taken into account. The calculations show varied outcomes, with the land take-up trend models and the two 'Policy On' scenarios suggesting a range of shortfalls. The 'Policy Off' employment and labour supply models indicate a surplus, ranging from a low of 10.06 ha to a high of 24.66 ha.
- 3.11 The resulting conclusions are then laid out in Section 10 of the Study, collating the Study's wide-ranging look at the factors affecting the Ribble Valley's economy, with particular reference to those that are likely to affect the future need for land and property within the Borough. This section draws together the main issues that will need to be addressed as a preliminary to the more detailed recommendations set out in Section 11.0.
- 3.12 Finally, Section 11 sets out seven key recommendations to be considered arising from the findings within the Study, and having full regard to the requirements of the NPPF to encourage and deliver growth through the planning system and in terms of Recommendation 3 in relation to future employment land provision when considering the five forecasting models (which is set out on pages 147, 148 & 149 of the document) recommends the following: -
- That the Council use the roll forward of long term take-up experience as the main measure of the Borough's future land needs, to 2028.
 - That the Council seeks to identify further land allocations for B1 (a, b and c uses), B2 and B uses in the order of 8 ha to meet the shortfall generated by the application of long term take-up performance.

4 RISK ASSESSMENT

4.1 The approval of this report may have the following implications

- Resources – The report identifies and recommends a number of issues that would need to be considered within existing budget resources, and in such matters, any new projects to be taken forward will be presented to the Policy & Finance Committee for consideration.
- Technical, Environmental and Legal - The report will support delivery of the LDF as part of a robust evidence base
- Political – None
- Reputation - The matters covered in this report link with the Council's objectives of a sustainable economy and thriving market towns and help demonstrate how the Council is seeking to take account of the local economy in its activities.

5 RECOMMENDED THAT COMMITTEE

- 5.1 Endorse the Study as an assessment of the supply, need and demand for employment land and premises in Ribble Valley.
- 5.2 Consider the recommendations set out in section 11 of the Study.
- 5.3 Agree that the Study is published as part of the evidence base for the Ribble Valley Core Strategy and LDF.

CRAIG MATTHEWS
REGENERATION OFFICER

MARSHAL SCOTT
CHIEF EXECUTIVE

For further information please ask for Craig Matthews, extension 4531.

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: TUESDAY 25TH JUNE 2013
title: CORE STRATEGY – RETAIL & LEISURE STUDIES
submitted by: CHIEF EXECUTIVE
principal author: CRAIG MATTHEWS

1. PURPOSE

1.1 To report on the update to this Core Strategy evidence base document following a request from the Planning Inspectorate in relation to the Submitted Core Strategy.

1.2 Relevance to the Council's ambitions and priorities:

- Council Ambitions – The revision of this document will have a bearing on our future ability to adopt planning policy documents and therefore could influence future development within the borough.
- Community Objectives – Through the planning system to maintain, protect and enhance the natural and built features that contribute to the quality of the environment.
- Corporate Priorities - Delivery of services to all.
- Other Considerations – None

2 BACKGROUND

2.1 Members are already aware of the programme of work being undertaken to put in place the Core Strategy for the borough in accord with current planning legislation. The Core Strategy is the central strategy of the Local Development Framework (LDF) that will assist the Council in the delivery of housing, employment and the protection and enhancement of the environment.

2.2 The policies within the Council's LDF must be informed by a robust evidence base and therefore as part of this, work is currently being undertaken to update the evidence base to support the LDF and the Core Strategy.

2.3 Following the submission of the Core Strategy to the Planning Inspectorate in September 2012, the Inspector suspended the examination in public of the document and requested that certain parts of the Strategy's evidence base be reviewed and updated.

2.4 Copies of the studies are included with this report for members of this committee. Copies have been placed in the Level D Members Room for reference and can be viewed on the Council's website.

3 INFORMATION

3.1 The Retail Study, attached at Appendix 1 for members of this committee, covers the following: -

- An assessment of retail patterns and expenditure 'leakage' and quantifies the performance of centres/destinations;
 - An assessment of the future need and capacity for retail floorspace in the Borough over the period to 2028;
 - Consideration into whether current retail provision is meeting the demands of Borough residents and whether there is a need to increase competition and/or influence the retail mix;
 - Advice on how to meet any identified quantitative and qualitative need for new convenience and comparison retail floorspace up to 2028; and
 - Advice on potential threats to the future retail health of the Borough town centres.
- 3.2 The study confirms that the retention of shopping expenditure in the Borough is relatively healthy, considering that larger retail centres exist nearby outside the Borough (i.e. Blackburn and Preston) where a degree of leakage does occur, which is expected, given their proximity and larger scale. Also, the study provides a quantitative assessment of the potential capacity for new retail floorspace for the three main centres in Ribble Valley (Clitheroe, Longridge and Whalley), which suggests that there is some scope for new retail development within the Borough. This is detailed on tables 7.1 and 7.2 in the document, which summarises the capacity for additional convenience and comparison retail floorspace considered appropriate.
- 3.3 The Leisure Study, attached at Appendix 2 for members of this committee, covers the following: -
- An audit of existing commercial leisure provision and assesses potential future requirements.
 - Consideration into whether current leisure provision is meeting the demands of Borough residents and whether there is a need to increase competition and/or influence the retail and leisure mix; and
 - A comparison of commercial leisure provision in Ribble Valley Borough with provision in other administrative areas of a similar demographic character.
- 3.4 The study details the mix of uses across the Borough as a whole, as well as in the centres of Clitheroe, Longridge and Whalley, which is shown in Table 3.4, and considers locations that could reasonably accommodate additional leisure facilities to compliment their vitality and viability and concludes that it is not considered that there is any requirement for the Council to plan for additional commercial leisure development in the Borough over the period to 2028. Rather than being plan led, proposals for new commercial leisure facilities should be determined on a case by case basis, taking into account the sequential impact tests required by the National Planning Policy Framework as appropriate.
- 3.5 Therefore, the broad directions highlighted by both studies confirm that the current approach in the Core Strategy is appropriate and both these studies will provide further information in order that the Council is able to provide robust evidence to underpin and inform the Local Plan. These documents also contain useful information than can help inform the Councils future economic development work.

CRAIG MATTHEWS
REGENERATION OFFICER

MARSHAL SCOTT
CHIEF EXECUTIVE

For further information please ask for Craig Matthews, extension 4531.

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- 3.5 Therefore, the broad directions highlighted by both studies confirm that the current approach in the Core Strategy is appropriate and both these studies will provide further information in order that the Council is able to provide robust evidence to underpin and inform the Local Plan. These documents also contain useful information than can help inform the Councils future economic development work.

CRAIG MATTHEWS
REGENERATION OFFICER

MARSHAL SCOTT
CHIEF EXECUTIVE

For further information please ask for Craig Matthews, extension 4531.

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: 25 JUNE 2013
title: CORE STRATEGY – REVISED HOUSING EVIDENCE
submitted by: CHIEF EXECUTIVE
principal author: COLIN HIRST – HEAD OF REGENERATION & HOUSING

1 PURPOSE

1.1 To consider updated evidence in relation to housing requirements.

1.2 Relevance to the Council's ambitions and priorities:

- Council Ambitions – To match the supply of homes in our area with identified housing needs and to progress the Core Strategy. The Core Strategy is a central Strategy of the Local Development Framework. It will help in the delivery of housing, employment and the protection and enhancement of the environment, ultimately presenting the Delivery Strategy for implementing the vision for the Ribble Valley for the next 15-20 years.
- Community Objectives – As a tool for delivering Spatial Policy the Core Strategy identifies how a range of issues relating to the objectives of a sustainable economy, thriving market towns and housing provision will be addressed through the planning system.
- Corporate Priorities – The Core Strategy is the central document of the LDF. The housing requirement is fundamental to determining planning applications and for the purposes of formulating planning policy.
- Other Considerations – The Council has a duty to prepare Spatial Policy under the Local Development Framework system.

2 BACKGROUND

2.1 As Members are aware the provision of housing is a key element of the Council's land-use planning and its role in determining planning applications. As an issue, it generates without doubt high levels of interest and concern amongst the local community, as demonstrated in recent Core Strategy consultations. Housing provision brings great pressure from landowners and developers; it plays a key economic role, has a role in delivering sustainable mixed communities; regeneration benefits and opportunities to deliver both affordable and a choice of market houses (and location) to meet people's aspirations.

2.2 Previously, strategic planning for housing requirements had been delivered through a top down approach, formerly through the County Structure plans and more recently by way of regionally set requirements in the Regional Spatial Strategy (RSS). District Authorities as consultees in the statutory planning process have had the opportunity to contribute to establishing housing requirements. However, the removal of the Regional

tier puts the responsibility of establishing housing requirements with district planning authorities and this has been undertaken through the Core Strategy process.

- 2.3 The housing requirement that has informed the preparation of the Core Strategy was the subject of a study undertaken by Nathaniel Litchfield and Partners in 2011; that work was subsequently the subject of public consultation before a figure for developing the Core Strategy was established and incorporated into the Council's submitted Core Strategy. Members will recall a previous report dealing with this issue was considered in February 2012 (Minute 716 refers) and subsequent reports dealing with the objections to the Core Strategy proposals have been considered by Members at a number of key consultation stages. In relation to the Core Strategy Examination, a number of unresolved objections remain in relation to the issue of housing requirements.
- 2.4 The Council submitted its Core Strategy for Examination in September 2012. The housing evidence that informed the plan suggested a housing requirement range of between 190-220 dwellings per annum or a requirement over the plan period of between 3800-4400 dwellings. The housing requirement established and taken forward in the submitted Core Strategy was a level of 200 dwellings per annum as a minimum, or 4000 dwellings over the plan period. Houses built or granted permission from 2008 would be taken account of in identifying the additional land necessary.
- 2.5 Following submission of the Core Strategy, the Inspector raised as a particular concern the need to ensure the evidence underpinning the plan was up to date. The housing and economic evidence would also need to be aligned for consistency and it was also important to take account of the most recently available data. As a consequence, the Inspector agreed to suspend the Examination for a period of six months to allow the evidence to be updated and refreshed to inform the Examination. The need to update the evidence base was a significant matter from the Inspector's viewpoint.

3 OVERALL HOUSING EVIDENCE

- 3.1 In relation to the key elements of the housing evidence base, evidence in relation to housing requirements, Gypsy and Traveller Accommodation (GTAA), housing land supply (Strategic Housing Land Availability Assessment SHLAA) and a refresh of the Strategic Housing Market Assessment, together with viability work has been commissioned. A separate report on the outcome of the GTAA has already been presented to Members at the meeting of the Planning and Development Committee held on 23 May 2013.
- 3.2 The emerging work updating the evidence base has been discussed with the Core Strategy Working Group that was established to support the evidence review process.
- 3.3 Work in relation to the Strategic Housing Land Availability Assessment (SHLAA) is at the time of writing close to completion. The principal element outstanding is the completion by the Council's consultants of the economic viability appraisals to provide a basis on which to undertake final testing of identified sites. An update on this will be provided to Members at the Committee meeting.
- 3.4 Members will recall that the primary purpose of the SHLAA is to ensure that sufficient land can be identified to meet any requirements. Although the current review is yet to be completed, the adopted SHLAA identifies a more than adequate supply of land for the

number of dwellings within the submitted development strategy. The adopted study clearly identified that as a principal land supply in general was not a constraint on the borough in meeting its housing requirements. To date, the refresh of the SHLAA has identified a considerable number of additional sites over and above those sites that are still available from the adopted study. The emerging analysis is once again anticipated to show that land supply is not a constraint as a matter of principle. It is important to bear in mind that sites identified in the SHLAA do not have any status as an allocation nor should it be automatically assumed that they will attain planning permission. Any SHLAA site would still be the subject of the appropriate planning application process or future Local Plan allocations. The SHLAA does however provide an important starting point when considering land for allocations.

- 3.5 The Council's Strategic Housing Market Assessment (SHMA) has similarly been the subject of a refresh and update. A draft has been considered by the Core Strategy Working Group. Members will recall that the SHMA provides a key part of the housing evidence, informing the nature of housing tenures, types and sizes required and in particular the overall need for affordable housing. Its process reflects the current government guidance.
- 3.6 A copy of the draft SMHA has been placed in the level D Members' Room and can be viewed on the Council's website. A copy of the document is attached at Appendix 1 to this report for Members of the Planning and Development Committee. The SHMA report sets out a number of key findings. Of significance are the following particular aspects:
- The CLG based estimate of affordable need is 404 dwellings per year (this compares to 264 in the 2008 SHMA). However, it must be emphasised that this figure does not equal the number of new affordable units to be built. It does however draw attention to the continued demand for affordable housing provision that the borough will need to plan for. The details of the needs assessment model are set out in section 5 of the SHMA.
 - In terms of the accommodation required to provide housing market balance over the longer term, the model applied in the SHMA suggests that of the new housing required, 70% should be market dwellings, 6% shared ownership, 19% affordable rent and 5% new social rented dwellings. This supports the Council's existing affordable housing target overall of 30%. Details of these issues are set out in section 6 of the SHMA.
- 3.7 Section 7 of the SHMA draws together the policy implications of the results as a summary. In relation to the overall scale of new housing growth and taking account of the work undertaken by Nathaniel Litchfield and Partners, the SHMA results recognise the need to increase the housing target towards the figure of 250 dwellings per year to better meet the objectively assessed need. It also recognises that the assessed need is a part of the consideration of establishing the housing target for the borough and highlights the need to underpin the housing requirement with an assessment of other mitigating factors that would need to be taken account of such as environment and infrastructure capacity.
- 3.8 The summary also identifies that the Council's current affordable housing target of 30% remains appropriate although the Council will need to consider the delivery rate of new housing such that significant growth related to economic development (that is delivering a higher number of new homes than anticipated) may result in a lower affordability target

being required and this may need to be adjusted following a future review. Similarly, if a higher proportion of sites coming forward are below the policy threshold and consequently new development is not bringing forward sufficient affordable housing units, the Council will need to review and promote alternative mechanisms such as grant schemes and increasing use of existing stock to contribute to the affordable/market mix.

- 3.9 The report highlights the need to have regard to achieving growth in the affordable rented sector as opposed to the social rented sector with a latent potential demand for this type of accommodation being identified. This will need to be taken into account when negotiating provision and tenure mix on individual applications whilst overall the evidence in the SHMA will need to be utilised to inform the direction of housing and planning policies going forward.
- 3.10 A review of the overall housing requirement has been undertaken by Nathaniel Litchfield and Partners. A copy of the consultant's report is attached at Appendix 2 for Members of the Committee and reference copies have been placed in the Members Room on level D. The report can also be viewed on the Council's website.

4 HOUSING REQUIREMENTS UPDATE

- 4.1 The consultant's update has incorporated a range of new statistical information including:
- 2011 census data
 - RVBC 2013 Employment Land Review
 - Revised 2010/2011 – based median population estimates
 - Revised ONS median population/migration estimates for 2001-2011 factoring in the 2011 census
 - 2010 based ONS sub national population projections (SNPP)
 - Interim 2011 based SNPP
 - Interim 2011 based household projections
- 4.2 Members will recall that the previous study looked at a series of scenarios for population household and economic change. The consultants in revisiting the earlier work, have incorporated a series of new scenarios to cover a range of revised projections. The new scenarios include:
- Pop Group baseline scenario – a demographic led scenario model on the ONS 2011 based SNPP for fertility, mortality and migration rates and utilising the 2011 based (interim) household projections giving a figure of 221 dwellings per annum.
 - Long term past migration trends – a demographic led scenario modelled on the basis of past migration trends in Ribble Valley over the past 10 years giving a figure of 214 dwellings per annum.
 - Short term past migration trends – a demographic led scenario modelled on the basis of past migration trends in Ribble Valley over the past 5 years, when net in migration rates have been much lower a figure of 185 dwellings per annum.
 - Employment land review preferred scenario employment growth – an economic led scenario based upon delivering the anticipated job growth in Ribble Valley as projected by Oxford Economic Forecasts and incorporated within the 2013 ELR, equivalent to +1600 new jobs over the period 2010-2028. This scenario is

demographically modelled based on the broad relationship between jobs, labour force population and dwellings = 280 dwellings per annum.

- 4.3 In summary the remodelled scenarios demonstrate the impacts of the revised household projections and the growth implications of the economic evidence base. A balance in policy terms needs to be struck between the change in population trends, in particular the effects of an ageing population that removes over time the pool of labour to support the local economy. The consultant's report emphasises the need for a policy balance to be maintained including the need to recognise the implications of past actual delivery rates and sustainability factors.
- 4.4 These considerations of delivery rates and balancing sustainability in policy terms were important factors in supporting the position taken when establishing the housing requirement for the Core Strategy and which subsequently became a key area of dispute in relation to the objections made to the Core Strategy.
- 4.5 In updating the work, the consultants have identified that in the light of more up to date information, the lower end of the original range (190-220 dpa outlined in 2011) lacks validity now as up to date information on vacancy rates does not support the lower level of growth. If the projections were being produced now in the light of that new information, the lower range of the figures would have come out at around 220 dwellings per annum.
- 4.6 Previous concerns about the credibility of economic evidence and how it related to housing requirements have now been superseded by the updated economic evidence. This has been used to inform the impact on housing requirements to deliver housing and support of the economic growth aspirations set out in the employment land review and the Core Strategy. Whilst accounting for other policy issues and the need to achieve a balance through all aspects of sustainability, the economic based forecasts would lead to a housing requirement of some 280 dwellings per annum.
- 4.7 Whilst a level of housing requirement at 280 dwellings per annum would address concerns regarding the delivery of housing to support economic growth and the need to take account of longer term changes in the labour force, there is also a need to recognise the constraints on actual delivery, in particular the rural character of the area and its environmental attractions. Additional work to clarify these constraints will need to be undertaken to ensure that these points can be adequately addressed at the Examination to demonstrate why a lower figure is appropriate.
- 4.8 NLP concludes that a revised housing requirement within the range of **220-250 dwellings per annum** would be appropriate. The upper end of the range would be in the consultant's view capable of meeting the majority of national policy objectives based on the National Planning Policy Framework (the Framework) and the objectively assessed demographic needs together with the majority of economic needs. It is stressed by the consultants that a figure above 250 must be carefully considered against the wider context of the nature of the borough and the policy context that applies, for example AONB and conservation designations. This is an important part of ensuring that all the policy implications of the Framework are taken into account to ensure that the housing requirements supports in full the delivery of sustainable development. As indicated, the Council will need to be able to demonstrate that it has considered these issues. The

consultants have also identified that the lower end of the range would only serve to address the demographic requirements for housing.

- 4.9 For comparison, the distribution of housing as currently set out in the Core Strategy model of spatial distribution, has been tabulated to illustrate the implications of both the upper figure in the Litchfield range at 250 dpa and the 280 dpa requirement. These tables are set out at Appendix 3. The tables highlight the impact of increasing the housing requirement in the light of the latest evidence and the implications that would arise in terms of suggesting modifications to the strategy to reflect this information. What is of importance is the extent to which the existing distribution model remains appropriate at these increased levels of proposed housing and the need to undertake further work to inform the impact upon the strategy. This will be informed by the response from the sustainability appraisal. The Council's sustainability consultants have been asked to provide an initial view on the implications of the increased housing requirements in relation to the submitted Core Strategy and Members will be updated at the meeting.
- 4.10 In addition to the need to review the implications of the proposed housing requirement on the existing strategy, the latest evidence will also have an impact with regard to decision making on planning applications and dealing with appeals as the information represents the most up to date evidence the Council has, albeit subject to the need to both provide further supporting information and analysis in relation to the evidence and the Core Strategy and significantly the evidence being subjected to testing through consultation and later Examination.
- 4.11 The current evidence base has established a housing requirement of 4000 houses over the plan period equivalent to 200 dwellings per annum which is currently adopted for decision making purposes. This figure should continue to be the basis for decision making, however the strong likelihood is that applicants and appellants would wish to utilise the most up to date evidence for the purposes of progressing their applications. In the absence of additional supporting work by the Council, it is likely that the figure of 280 dpa would be pursued by applicants as the appropriate figure against which decisions should be made and this may be referred to by Inspectors in planning appeals. There is an imperative therefore in undertaking the additional work to support the Council's confirmation of housing requirements as a matter of urgency, not just in relation to progressing the Core Strategy but to enable the Council to deal with this issue when dealing with applications..
- 4.12 At this stage in terms of the available information for the Core Strategy Examination, the Council can put forward its latest evidence base and accept the advice of its consultants, however further work must be undertaken in the light of the evidence to establish the housing target that the Council considers is appropriate to apply to the Core Strategy and to assess the implications for the submitted strategy model.

5 NATIONAL POLICY CONTEXT

- 5.1 The basis of addressing housing issues is set out in the National Planning Policy Framework (the Framework) which has at its heart the delivery of sustainable development. In essence the Framework emphasises the three roles that the planning system has to perform in order to achieve sustainable development.

5.2 The three roles, which should not be taken in isolation, are:

- An economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure;
- A social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural wellbeing; and
- An environmental role – contributing to protecting and enhancing our natural, built and historic environment; and as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

5.3 At the heart of national policy and within the overarching roles of the planning system, the Framework sets out 12 core planning principles, which includes amongst other things, that planning should be

- Genuinely plan led – empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area and significantly that plans should be kept up to date, and be based on joint working and co-operation to address larger than local issues.

In addition, the core planning principles include that planning should:

- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of the area and respond positively to wider opportunities for growth.

5.4 In establishing the housing requirement for the area, it is a fundamental principle that the Council has an up to date evidence base and applies that evidence to make decisions and plan for the needs of the area in an appropriate manner. Paragraph 152 of the Framework identifies that local planning authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainability and make net gains across all three areas. However, it is also stated in paragraph 152 that 'significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. This is an important consideration in relation to the impact of development requirements identified through evidence gathering. Similarly, the Framework in paragraph 157 recognises that plans should be based upon co-operation with neighbouring authorities, public, voluntary and private sector organisations. This co-operation is a factor when considering the impacts of housing policy with neighbouring authorities in relation to their investment and regeneration priorities and these are considerations for the Council in determining the most appropriate housing levels. This

liaison to confirm the position of neighbouring authorities in the light of the consultants findings, will require additional work.

5.5 It is also clear from the Framework that whilst the Council is expected to use the evidence base to ensure the full objectively assessed needs are met, this is, as set out in paragraph 47 of the Framework only 'as far as is consistent with the policies set out in this Framework ...'. This underpins the regard the Council must have whilst on the one hand recognising the requirements identified in its evidence base and balancing this against the detailed policy considerations required by the Framework to ensure sustainable development is achieved.

5.6 This is further illustrated for example at paragraph 115 of the Framework which states

'great weight should be given to conserving landscape and scenic beauty in ... Areas of Outstanding Natural Beauty ...' and in subsequent paragraphs dealing with biodiversity and conserving and enhancing the historic environment for example. Similarly it is clearly relevant as set out in paragraphs 165 and 166 of the Framework referring to the regard to be given to wider environmental considerations when establishing planning policies, to ensure that there is balanced judgement between evidence on needs and evidence on protecting the characteristics and environmental considerations that apply across the borough.

5.7 In summary whilst it is clear from national policy that the Council has to address the needs that its evidence identifies, and the national policy and direction of NPPF is clearly growth based. It is also an imperative that the Council balances the delivery of sustainability in terms of the three key roles identified in the Framework. On this basis it is important that the further work identified in the report so far and in particular in relation to the housing requirements review, is undertaken in order to ensure that the Council can inform its decision on housing requirements and substantiate this decision through the Examination.

6 CONCLUSIONS

6.1 The updated housing evidence provides a basis against which to assess the submitted Core Strategy. As indicated the GTAA provides an updated position that will need to be reflected in the supporting text of the strategy but does not lead to a fundamental change in the Gypsy and Traveller policy itself. Although some details of the SHLAA remain at the time of writing to be finalised, the overall position emerging is that there appears again to be no fundamental issues around the ability to identify sufficient land to meet the borough's needs although this needs to be confirmed through the completion of the study.

6.2 The update of the housing requirements review identifies a range for housing provision of between 220-250 dwellings per annum as being an appropriate guide for housing requirements. It is emphasised by the consultants that a level of 220 would not address the economic needs of the borough. This would deliver the demographic based needs but a level of 250 would enable the Council to support the delivery of affordable housing and some economic growth. A level of 250 dwellings per annum, would not address the full assessed needs to align demographic and economic needs identified in the evidence base, which would require a housing target of 280 dwellings per annum but this does not account for other balances the Council needs to apply.

- 6.3 At a level of 280 dwellings per annum, no account is made of the need to ensure the delivery of all three strands of sustainable development. Further evidence will need to be collated and tested to support the lower figure at the Examination. Given the advice in the consultant's report and subject to the requirement to support this position with further evidence, for the purposes of taking the Core Strategy forward, a requirement of 250 dwellings could be applied, however this will introduce an element of risk on soundness should the Inspector holding the Examination find that the lower figure is not fully justified.
- 6.4 An issue that arises as a result of the housing requirements review is its implications for the spatial distribution model applied in the Core Strategy that sets out the levels of growth anticipated at each settlement. Hyder Consulting, who undertook the Sustainability Appraisal for the Core Strategy, have been asked to consider the implications of increasing levels of growth in accord with the Core Strategy model and whether the spatial distribution is still appropriate. An update on this will be provided at Committee, however it must be stressed that the proposed increase in housing and its effect on patterns of growth could have implications for the Core Strategy model continuing to be a suitable basis for planning at this level of anticipated growth. The forthcoming SA advice will help clarify this.
- 6.5 As discussed earlier, the Council will need to undertake further detailed analysis of the implications of the housing growth derived from the requirement review and this will need to be fed into the timetable to progress the Examination of the Core Strategy and will need to be raised with the Inspector for his guidance on how he would wish this to be addressed.

7 RISK ASSESSMENT

- 7.1 The approval of this report may have the following implications:
- Resources – Additional work will need to be resourced. Provision exists within existing reserves to support the Core Strategy, however this will need to be kept under review as no specific budget is allocated for the likely work now anticipated.
 - Technical, Environmental and Legal – In forming a judgement Members will need to ensure a justified and evidence-based approach is taken in line with existing planning policy guidance.
 - Political – There is significant interest in housing and related Core Strategy issues.
 - Reputation – The decision taken will influence future planning decisions and demonstrate the ability to take the lead role on issues of significance to the local community.

8 RECOMMENDED THAT COMMITTEE

- 8.1 Note the findings of the Strategic Housing Market Assessment and the Housing Requirements update and submit the reports as part of the evidence base to the Core Strategy Examination.

- 8.2 Endorse the advice of Nathaniel Litchfield and Partners and agree to base further work on the Core Strategy housing requirement on the upper figure of 250 dwellings per annum as identified in the consultant's conclusions subject to the outcome of the additional work to address matters of mitigation as identified.
- 8.3 Agree to seek further guidance from the Inspector appointed to examine the Core Strategy on the emerging implications of the housing evidence base in relation to the submitted Core Strategy and the need to undertake further work in relation to the housing requirement to inform the Examination.
- 8.4 Endorse the continued application of the submitted Core Strategy housing requirement of 200 dwellings per annum for the purpose of guiding decisions on planning applications pending consultation on the updated evidence.

COLIN HIRST
HEAD OF REGENERATION AND HOUSING

MARSHAL SCOTT
CHIEF EXECUTIVE

BACKGROUND PAPERS

- 1 National Planning Policy Framework.
- 2 Submission Version Core Strategy September 2012.
- 3 Ribble Valley Housing Requirement Update – Nathaniel Lichfield and Partners.
- 4 Draft Strategic Housing Market Assessment – June 2013.

For further information please ask for Colin Hirst, extension 4503.

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