

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: 7 NOVEMBER 2013
title: PRESTON LOCAL PLAN 2012-2026 PUBLICATION VERSION
submitted by: DIRECTOR OF COMMUNITY SERVICES
principal author: JOANNE MACHOLC

1 PURPOSE

- 1.1 To consider the Preston Local Plan Publication Version and its implications for this Council's Core Strategy and determine an appropriate response.
- 1.2 The Preston Local Plan is not directly relevant to this Council's ambitions and priorities but does relate to the Ribble Valley Core Strategy and impact upon Longridge.
 - Council Ambitions - To protect and enhance the existing Environmental Quality of our area.
 - Community Objectives – To support the well being of our service centres and protect the viability and vitality of our market towns.
 - Corporate Priorities - To progress the preparation of the Core Strategy
 - Other Considerations - None

2 BACKGROUND

- 2.1 The Preston Local Plan (PLP) was issued for consultation in September 2013. It comprises the Site Allocations and Development Management Policies DPD. It represents an advanced stage in the plan preparation process, preceding submission to the Secretary of State for Examination. The Central Lancashire Core Strategy prepared jointly by Preston CC, Chorley and South Ribble councils and adopted by Preston City Council in July 2012 provides the strategic planning policy context.
- 2.2 The views of Ribble Valley BC are sought as part of the consultation, which closes on Monday, 25 November.
- 2.3 The two councils have undertaken due co-operation in preparing their respective plans through officer and member meetings, on-going discussion and dialogue. Of key relevance have been cross boundary issues at Longridge that are recognised in both Core Strategies.

3 ISSUES

- 3.1 The Ribble Valley Core Strategy specifically considers the impacts of development within the Preston City Council area on its spatial distribution for housing. It takes account of 200 dwellings that may be delivered within the Preston part of Longridge. These are deducted from the requirement for Longridge and redistributed to "other

settlements" in Ribble Valley. The figure of 200 has been derived from ongoing discussions with Preston CC in the evolution of both plans and recognises the potential of a site at Land off Whittingham Road (roughly relating to land adjacent to the Borough boundary, north of Whittingham Road, east of Halfpenny Lane) to accommodate residential development. A site of nearly 19 hectares was shown in the Preferred Options version of the PLP (May 2012) to accommodate 280 dwellings. This Council made no representations at that stage, given that the allocation was consistent with its own Core Strategy. The plan extracts at Appendix 1 attached to this report illustrate the changes between Preferred options and the Publication version.

- 3.2 The position in the Publication Version of the PLP, now subject of consultation has changed; the area of land allocated for residential development under policy HS1 (site HS1.14) has been substantially reduced to 90 dwellings relating to the area of previously developed land. The remainder of the site is now allocated as "Area of Separation" under policy ENV4. The reduction does not appear to be in relation to the identification of insurmountable constraints, although it is acknowledged that infrastructure matters need to be addressed. Instead, The Statement of Consultation accompanying the PLP states that, "Nevertheless, given the strength of local feeling the Council considers that the proposed allocation would have an unacceptable impact on the character of this part of Whittingham".
- 3.3 The principle of Areas of Separation is established in the adopted Central Lancashire Core Strategy but only defined in relation to specific boundaries on the PLP Proposals Map. It appears to be a tool in maintaining openness and preventing settlements merging. The Statement of Consultation states that in relation to this site "This is to safeguard the character of this part of Whittingham".
- 3.4 The concerns of this Council are the impacts on its own Core Strategy that has reached the advanced stage of Examination and whether Preston's Publication Plan reflects the role of Longridge as a Key Service Centre; which is recognised in the Core Strategies of both authorities.
- 3.5 The impact on the RVCS of reducing the residential allocation on the Whittingham Lane site would be that the "Longridge adjustment" in the spatial distribution of housing would have to be reconsidered. Officers of PCC have kept this Council aware of the issues relating to the specific allocation and have recently objected to the Proposed Main Changes of the RVCS and suggest that the Longridge adjustment should be reduced to 100. This will be a matter for consideration by the inspector at the RVCS examination sessions. If the Longridge adjustment is reduced to 100 this would have implications in respect of increasing the residual requirement for Longridge by 100 and reducing the amount to be redistributed to "other settlements". Without being able to fully consider these implications, the Council would not wish to make further changes at this late stage. It is also considered that in allocating 90 dwellings within its boundary and restricting development to a previously developed site, the PLP fails to recognise the importance of Longridge and the significant contribution the site offers to the role of Longridge as a Key Service centre. Members may recall the response to our own consultations in preparing the Core Strategy that highlighted the views of public about the relationship of this area of land to Longridge.
- 3.6 The application of Area of Separation, Policy ENV4 to this site is questioned. It appears to be used in this context to maintain openness in terms of preventing development rather than protecting a small area of open countryside between neighbouring settlements.

- 3.7 On the basis of the above, it is considered that objection to the PLP should be made.
- 3.8 Officers of the two Councils are due to meet in the week commencing 28th October to discuss the matter and any outcomes will be reported verbally to the meeting.
- 3.9 The deadline for making comments on the PLP is Monday 25th November 2013.

4 RISK ASSESSMENT

- 4.1 The approval of this report may have the following implications

- Resources - There is provision within existing resources to work with neighbouring authorities in preparing and responding to emerging Development Plan Documents.
- Technical, Environmental and Legal - In forming a decision, members will need to ensure that its considerations are justified and in accordance with current guidance. The Councils continue to co-operate in preparing their plans.
- Political - There is significant interest in planning policy in Longridge particularly housing matters in relation to the RVCS. The Council also recognises that similar issues will arise within the Preston CC area in relation to the PLP.
- Reputation – The decision taken will have an impact on issues of significance in the local community.
- Equality & Diversity – there are no specific impacts

5 RECOMMENDED THAT COMMITTEE

- 5.1 That the Council submit an objection to the housing allocation and Area of Separation on land at Whittingham Road Longridge due to its impacts on the Ribble Valley Core Strategy, namely: the spatial distribution of housing; and its relation to the role of Longridge as a Key Service Centre. The precise form of wording is to be delegated to the Head of Planning Services in consultation with the Chairman, to take account of any issues which may arise from the meeting between officers of both Councils in the week commencing 28 October 2013.

JOANNE MACHOLC
SENIOR PLANNING OFFICER

JOHN HEAP
DIRECTOR OF COMMUNITY SERVICES

BACKGROUND PAPERS

Preston Local Plan 2012 – 2026 Publication version (July 2013), Preferred Options (May 2012) and associated supporting documents. Available at
<http://www.preston.gov.uk/yourservices/planning/planning-policies/local-development-framework/publication-local-plan>

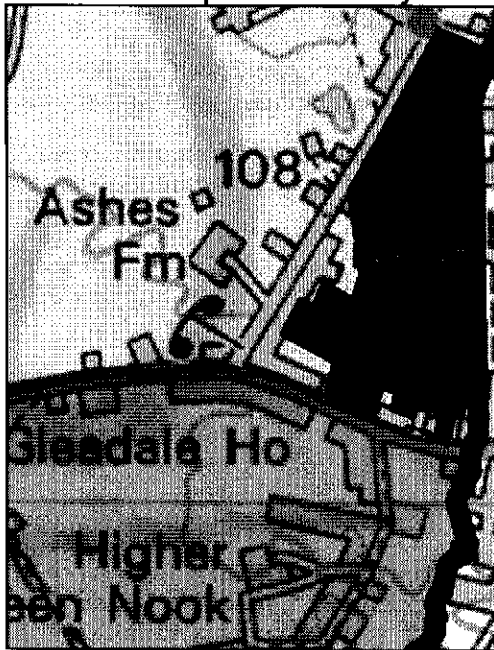
Ribble Valley Core Strategy Submission Version and Proposed Main Changes August 2013. Available via the Core Strategy Examination Web page:
http://www.ribblevalley.gov.uk/info/200283/core_strategy/1428/core_strategy/4

For further information please ask for Joanne Macholc, extension 3200.
REF: JM/071113/P&D

APPENDIX 1

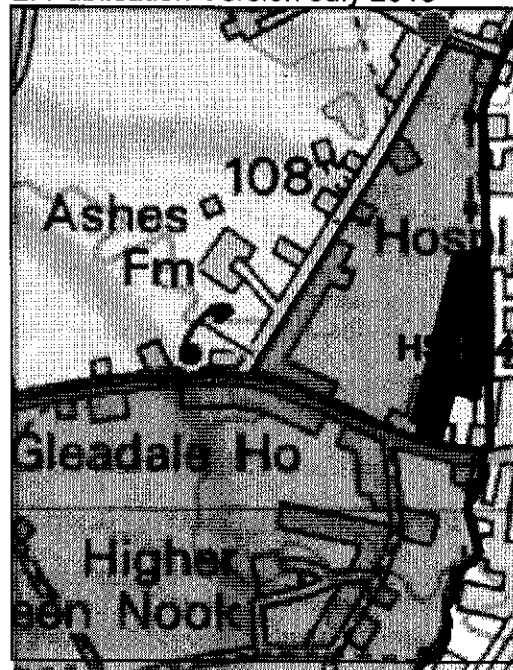
Extracts from Preston Local Plan in relation to Land off Whittingham Road

1. Preferred Options Plan May 2012






(not to be scaled)

2. Publication Version July 2013



Key:

-  Site allocated for housing
-  Area of Separation
-  Borough boundary

PRESTON LOCAL PLAN 2012 - 2026



Site Allocations and Development Management Policies Development Plan Document (DPD)

Publication Version – July 2013

For official use only

Ref:

Representation Form

Comments on the **Preston Local Plan 2012 – 2026 Publication Version** can be made between:

30 September 2013 – 25 November 2013

Preston City Council is seeking your comments on the Publication version of the Preston Local Plan 2012-2026. At this stage of preparation of the Local Plan, we are only able to accept representations regarding whether the document is a) legally compliant and b) sound. Further guidance on this is provided at the back of this form.

The Council has taken into consideration comments made at previous consultation stages when preparing this Local Plan. This is the version of the Local Plan the Council wishes to submit to the Secretary of State for consideration and adoption. Any comments received will be forwarded to the Secretary of State for consideration at the Independent Examination.

If you have any views on the Local Plan, please use this form. Copies of the Local Plan along with all accompanying information can be viewed at:

- The Council's website www.preston.gov.uk/publicationlocalplan
- Preston Town Hall – open Monday to Friday 8.00am – 6.00pm.
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- Fulwood and West View Leisure Centres, Preston Council for Voluntary Services (Units 23/27 Guild Hall Arcade, Lancaster Road, Preston), Preston Disability Equality (103 Church Street, Preston), Preston and Western Lancashire Racial Equality Council (Town Hall Annexe, Birley Street, Preston)

The documents are available for inspection during normal opening hours. The times of opening can be viewed on the Council's website.

If you have internet access, it is recommended that you make your representations online at www.preston.gov.uk/publicationlocalplan. Alternatively, complete this form and email it to planningpolicy@preston.gov.uk or post to **Planning Policy, Environmental Services, Preston City Council, Town Hall, Preston, PR1 2RL**.

Your comments need to be made in writing (either electronically or on paper) and received by Preston City Council by 5.00pm on **25 November 2013**. We will not be able to accept comments that are received after the deadline and we cannot accept anonymous responses. Please note that your comments cannot be treated as confidential.

This form has two parts:

Part A: Personal Details

Part B: Your Representation

Responses received after 5.00pm on 25 November September 2013 will not be considered.

Part A: Please fill in your details below, or if an Agent has been appointed, their details

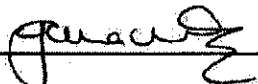
	Personal Details	Agent Details
Title		
First Name	JOANNE	
Last Name	MACHOLC	
Organisation (where relevant)	RIBBLE VALLEY BC	
Address Line 1	COUNCIL OFFICES	
Line 2	CHURCH WALK	
Line 3	CLITHEROE	
Line 4	LANCASHIRE	
Post Code	BB7 2RA	
Telephone Number	01200 413200	
E-mail address	joanne.macholc@ribblevalley.gov.uk	

Next Stage

(If yes, please Tick ☒)

Do you wish to be kept informed of any of the following further stages of the preparation of the Local Plan?:

- | | | |
|-------|--|-------------------------------------|
| (i) | Submission of the Local Plan to the Secretary of State for independent examination | <input checked="" type="checkbox"/> |
| (ii) | Publication of the Inspector's recommendations following the examination | <input checked="" type="checkbox"/> |
| (iii) | Adoption of the Local Plan | <input checked="" type="checkbox"/> |

Signature:  Date: 18 Nov 2013

Please note: We cannot accept anonymous responses. Representations cannot be treated as confidential as the Council is required to make representations available for public inspection and will be placed on the Preston City Council website and made available for inspection at Preston Town Hall. Your information will be passed to the Planning Inspector, who will use your details to contact you about the Examination. Email addresses (where provided) will be the preferred method of contact by the Planning Inspector.

Data Protection Statement

The information you provide will be held and used by Preston Council in accordance with the Data Protection Act 1998, to help in the preparation of the Preston Local Plan. Please note that all responses received will be available for public inspection. This will include your name but the remainder of your personal details will remain confidential. Anonymous representations will not be accepted.

Part B:

Comments relating to the Preston Local Plan 2012-2026:

Publication Version

For official use only

Ref:

Please use a separate sheet for each representation

Please answer the questions below and clearly explain your comments in the relevant sections.

If you know your previous respondent reference please insert here:

To which part of the Local Plan does this representation relate? (please state)

Paragraph number

Policy number

HS1

Allocation number

HS1.14

Comment:

Please use a separate form for each comment, continue on a separate sheet if necessary

Proposed housing site at Land off Whittingham Road
(see separate sheet and related objection to ENV4)

Please set out what change(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified above where this relates to soundness. You will need to say why this change will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested change, as there will not normally be a subsequent opportunity to make further representations based on the original representation at publication stage. After this stage, further submissions will only be at the request of the Inspector, based on the matters and issues he/she identifies for examination.

See separate sheet



Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.

PRESTON LOCAL PLAN 2012-2026: PUBLICATION VERSION JULY 2013
REPRESENTATIONS OF RIBBLE VALLEY BC
ADDITIONAL SHEET TO BE READ IN CONJUNCTION WITH REPRESENTATION
FORMS

RVBC objects to policy HS1 (site HS1.14) and policy ENV4 (Areas of Separation) in relation to land off Whittingham Road as set out below:

Future development in Longridge is recognised as a key cross boundary issue by both Ribble Valley BC and Preston CC who have undertaken due co-operation and dialogue in preparing their respective development plans. The Ribble Valley Core Strategy (RVCS - currently at examination stage); the adopted Central Lancashire Core Strategy (CLCS) and the Preston Local Plan Publication (PLP) recognise the role of Longridge as a Key Service Centre. The RVCS as submitted recognises the emerging PLP and in particular anticipated development in the part of Longridge in Preston CC area. As a result the RVCS removes 200 dwellings from its housing requirement in Longridge and re-apportions it to other settlements in the Ribble Valley (referred to as the "Longridge adjustment"). The figure of 200 was based largely on the housing potential of a site at Whittingham Road. In the Preferred Options version of the PLP this was a site of approx. 19 ha/280 dwellings.

However following consultation on the Preston Local Plan Preferred Option the allocation at Policy HS1 of the PLP (site HS1.14) is reduced to 90 dwellings (3.4ha) relating to the previously developed part of the site and the greenfield part allocated as Area of Separation (policy ENV4). RVBC believes this would impact on its RVCS and would necessitate reconsideration of the Longridge adjustment in relation to both actual housing figures for Longridge and its spatial distribution including how this would relate to other settlements in the Ribble Valley. Since the RVCS has now reached Examination Stage (the Hearings are due to commence in January 2014) RVBC would not wish to make further late changes which could impact on its plan strategy.

RVBC believe the allocated site at Whittingham Road should be increased to 200 dwellings to reflect the submitted RVCS. The larger site was previously considered suitable for residential development in the Preferred Option version of the PLP. In allocating only 90 dwellings restricted to the previously developed part of the site within its boundary, the PLP fails to recognise the importance of Longridge and the significant contribution the site offers to the role of Longridge as a Key Service Centre. The CLCS policy recognises the role of Longridge as a Key Service Centre. It recognises that it serves the rural areas to the north and east of Preston and could be developed westwards into Central Lancashire (CLCS para. 5.24). Policy 1 of the CLCS recognises growth will be concentrated in locations including Key Service Centres. Referring specifically to Longridge, it states "where land within Central Lancashire may be required to support development of this Key Service centre in Ribble Valley." Development of 200 dwellings on the site would be commensurate with this role.

It is acknowledged that infrastructure issues, including highways, need to be addressed. The Preston Local Plan - Statement of Consultation Regulation 22(1)(c) paragraphs 3.30-3.33 and the recent committee report in relation to the planning application 06/2012/0101 suggest there do not appear to be any overriding infrastructure issues which would preclude the development of the site for 200 dwellings in comparison with 90.

It is also considered that the designation of part of the site as "Area of Separation" under policy ENV4 is not appropriate. The site does not appear to have a clear role in preventing settlements merging i.e. it does not form a small area of Open Countryside separating neighbouring settlements. Furthermore the location of the site does not fall within the three broad areas identified in the CLCS.

In conclusion the Council considers that the housing allocation should be increased from 90 to 200 dwellings to reflect the strategy and spatial distribution approach to housing set out in the submitted RVCS.

The Council note that there is an outstanding appeal relating to the land and will keep abreast of developments in considering its position.

DIVERSITY MONITORING

The Council aims to ensure that its policies and procedures are equally accessible to everyone irrespective of their race, disability and gender. To help us to ensure this is the case, please answer the following questions. The optional monitoring information remains strictly confidential and will not be published or made available for inspection.

Are you:

Male

☐

Female

☒

Which age category do you fall into?

16 - 24 years

☐

25 - 29 years

☐

30 - 39 years

☐

40 - 49 years

☐

50 - 59 years

☒

60 years and above

☐

Which racial group do you consider yourself to be in:

Asian or Asian British

Bangladeshi

☐

Indian

☐

Pakistani

☐

Any other Asian background

☐

Black or Black British

African

☐

Caribbean

☐

Any other Black background

☐

Chinese

Any Chinese background

☐

Mixed Background

White/ Asian

☐

White/ Black
African

☐

White/ Black
Caribbean

☐

Any other mixed Ethnic
background

☐

White

British

☒

Irish

☐

Any Other

☐

Gypsies and Irish
Travellers

☐

Other

☐

Do you consider yourself to have a disability?

Yes

☐

No

☒

If yes, is it:

Visual

☐

Speech

☐

Hearing

☐

Mental Health

☐

Co-ordination, dexterity or mobility

☐

Other

☐

Learning Difficulties

☐

Thank you for completing this form

PRESTON LOCAL PLAN 2012 - 2026



Site Allocations and Development Management Policies Development Plan Document (DPD)

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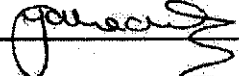
	Personal Details	Agent Details
Title		
First Name	JOANNE	
Last Name	MACHOLC	
Organisation (where relevant)	RIBBLE VALLEY B C	
Address Line 1	COUNCIL OFFICES	
Line 2	CHURCH WALK	
Line 3	CLITHEROE	
Line 4	LANCASHIRE	
Post Code	BB7 2RA	
Telephone Number	01200 413200	
E-mail address	joanne.macholc@ribblevalley.gov.uk	

Next Stage

(If yes, please Tick ☒)

Do you wish to be kept informed of any of the following further stages of the preparation of the Local Plan?:

- | | | |
|-------|--|-------------------------------------|
| (i) | Submission of the Local Plan to the Secretary of State for independent examination | <input checked="" type="checkbox"/> |
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Signature: 

Date: 18 Nov. 2013

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Publication Version

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Ref:

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Please answer the questions below and clearly explain your comments in the relevant sections.

If you know your previous respondent reference please insert here:

To which part of the Local Plan does this representation relate? (please state)

Paragraph number

Policy number

ENV4

Allocation number

Comment:

Please use a separate form for each comment, continue on a separate sheet if necessary

Proposed Area of Separation Land off Whittingham
Road (see separate sheet and related objection to
HS1.14)

Do you consider the Local Plan is: (please tick one box only per representation)
Explanations of these terms can be found at the back of this form

(1) Legally compliant

Yes

☐

No

☐

(2) Sound*

Yes

☐

No

☒

***The considerations in relation to the Local Plan being 'Sound' are explained in the National Planning Policy Framework in paragraph 182.**

Do you consider the Local Plan is unsound because it is not: (please tick one box only per representation)
Explanations of these terms can be found in the Guidance Notes.

(1) Positively prepared

☐

(2) Justified

☒

(3) Effective

☒

(4) Consistent with national policy

☐

Please give details of why you consider the Local Plan is not legally compliant or is unsound. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Local Plan, please use this box to set out your comments.
Continue on a separate sheet if necessary

See separate sheet

Please set out what change(s) you consider necessary to make the Local Plan legally compliant or sound, having regard to the test you have identified above where this relates to soundness. You will need to say why this change will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

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DIVERSITY MONITORING

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Are you:

Male ☐ Female ☒

Which age category do you fall into?

16 - 24 years ☐ 25 - 29 years ☐ 30 - 39 years ☐

40 - 49 years ☐ 50 - 59 years ☒ 60 years and above ☐

Which racial group do you consider yourself to be in:

Asian or Asian British ☐ Bangladeshi ☐ Indian ☐ Pakistani ☐ Any other Asian background ☐

Black or Black British ☐ African ☐ Caribbean ☐ Any other Black background ☐

Chinese ☐ Any Chinese background ☐

Mixed Background ☐ White/ Asian ☐ White/ Black African ☐ White/ Black Caribbean ☐ Any other mixed Ethnic background ☐

White ☐ British ☒ Irish ☐ Any Other ☐

Gypsies and Irish Travellers ☐

Other ☐

Do you consider yourself to have a disability?

Yes ☐ No ☒

If yes, is it:

Visual ☐ Speech ☐

Hearing ☐ Mental Health ☐

Co-ordination, dexterity or mobility ☐ Other ☐

Learning Difficulties ☐

Thank you for completing this form

**Preston Publication Allocation Plan - Longridge Cross boundary issues
meeting**

10am Thursday 31st October 2013 at Lancaster House, Preston.

Present:

Mike Molyneux - Preston City Council
Martin Putsey – Preston City Council
Colin Hirst – Ribble Valley Borough Council
Diane Neville – Ribble Valley Borough Council

Colin Hirst set out the current progress on Ribble Valley's Core Strategy Examination. CH advised RVBC is still awaiting details of the issues and matters to be discussed. It would be a tight timescale to start hearings before Christmas and he thought it is likely that the hearing sessions will commence in January.

CH explained that RVBC is concerned about the reduced allocation on the Preston City Council site (the former Riding's depot on Whittingham Road (Ref: HS1.14)) and the impact this will have on the development strategy of Ribble Valley's Core Strategy, particularly in relation to Longridge. Ribble Valley's proposed housing requirement for Longridge has been reduced by 200 units, from 750 to 550 units, on the basis that a higher level of provision would be provided on site HS1.14, as was originally proposed. CH confirmed however that the 200 had been displaced from Longridge and distributed to other areas of Ribble Valley. The strategy did not seek to have its requirement provided in Preston. This approach had been developed following consultation on the Core Strategy and public comments about the relationship of the site to Longridge

In addition CH also raised concern that the Area of Separation has increased from that shown in the Preferred Option version of the Preston Local Plan as it is considered that this will also impact on Ribble Valley. This was noted by MM and MP.

MM and MP discussed the application history for site HS1.14 which has seen an application for housing and subsequent appeal which was dismissed. Since then a further application for the site was submitted which contained contributions towards highways improvements. This application was recommended for approval in the Officers report. Planning Committee resolved to REFUSE the application and the application is now subject of an appeal due to be heard at Inquiry in January.

CH explained that RVBC considers that due to the advanced stage of the Core Strategy in the Development Plan process, it is not in a position to be able to change the detail of the RV plan at this stage. Whilst RVBC recognises that Preston CC is at Publication Stage (and this is therefore the version of the document that the city council intends to submit in early 2014) it is important that this issue is flagged up at this stage, both from a duty to co-operate point of view, but also to ensure that the potential issue can be discussed and any necessary action taken prior to submission stage.

MM highlighted that the closing date for representations is 25th November, which was noted by CH and DN. DN confirmed that the matter is due to be reported to Planning and Development Committee on 7th November with a recommendation to make an objection to the Publication Plan.

