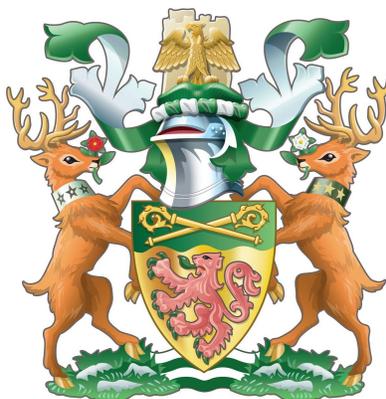


RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



Ribble Valley
Borough Council

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MATTER 1 – BASIS FOR THE OVERALL APPROACH

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 1 – Basis for the overall approach

1.1 Overall, has the plan been prepared in accordance with the legal requirements, including the 'duty to cooperate' imposed by Section 33A of the Planning & Compulsory Purchase Act 2004 (as amended)?

Council's Response:

The Council has prepared the plan in accord with the legal requirements and has fulfilled the duty to co-operate.

Dealing with the duty to co-operate first throughout the process of plan preparation, the Council has worked jointly with neighbouring authorities and statutory partners through specific joint projects by way of consultation and engagement in the preparation of the plan and in undertaking formal consultation through the plan making process which had led to the plan policies being developed and modified to address concerns or to recognise particular issues of interest for these partner organisations.

The Council has provided evidence to demonstrate how it has complied with the duty to co-operate in its response to the Inspector (*document reference post 2.3*), which includes a note on the Council's position. Further correspondence from statutory consultees has been provided subsequently (*see documents post 5.11 – letter to the Inspector 23.9.2013, post 5.13.1 and post 5.13.2*). Evidence is included within the Council's consultation statements (*see sub 1.9 – statement relating to Regulation 18 representations and relevant committee reports dealing with consultation and the formulation of the plan supp 5.1, supp 5.2 and post 6.1 and post 6.2*).

The Inspector's attention is drawn to the fact that the duty to co-operate is an on-going concern for the Council and that following submission continued work under the duty to co-operate in relation to matters at Longridge with Preston City Council (*see reference post 5.13.3*), Blackburn with Darwen on a range of cross-boundary issues including green belt and housing, together with neighbouring authorities in relation to revised housing requirements, gypsy and travellers and transport planning matters has continued.

The Council has prepared its plan in accordance with the legal requirements and our published evidence provides information in support of this.

The Council has published and revised the Local Development Scheme (*supp 4.24*) within which the DPD is identified and programme set out. Progress has been monitored through the AMR process with documents published accordingly (*these reports are published on the Council's website*). The Council has an adopted SCI (*supp 6.1*) and our consultation and engagement in preparing the plan has been in accord with this statement. Evidence in support of this is set out in our consultation statements (*supp 1.9*) which also identifies the bodies and organisations considered to be appropriate bodies to consult including the LEP and organisations which have subsequently formed the basis of the Local Nature Partnership and it highlights the steps undertaken overall to meet the requirements of Regulation 18.

The Council has published information in relation to the resultant changes to the

adopted proposals map if the plan is to be adopted, *document supp 1.8 refers*.

The production of a Sustainability Appraisal (SA) which meets the requirements of the Strategic Environmental Assessment (SEA) Directive is a legal requirement for the plan. The requirement for this is identified in the Planning & Compulsory Purchase Act 2004 (as amended), The Town and Country Planning (Local Planning) (England) Regulations 2012 and the SEA requirement is identified in The Environmental Assessment of Plans and Programmes Regulations 2004 (SI 2004 No. 1633). An SA that meets the requirements of the SEA Directive has been undertaken upon and throughout the plan production. The Council has used a detailed process of sustainability appraisal including meeting and addressing the requirements of the HRA with the process managed by external consultants. This has been in relation to options development, and specific policy development that was all fed in throughout the process to ensure that the plan has been appraised and shaped in the most appropriate manner. A series of publications have been produced that demonstrate how the regulations have been met and set out the process undertaken including consultation and engagement with statutory bodies and the public. These documents are included in the document library (*supp 1.4, supp 1.5, supp 1.6, supp 1.7, post 5.16 and post 5.17*). In addition the relevant committee reports are included in the report compendia within this library. The Council also holds extensive files relating to the preparation of the SA consultation events undertaken and the processes followed.

1.2 Has the plan been prepared in accordance with the Council's Statement of Community Involvement and met the minimum consultation requirements in the Regulations?

Council's Response:

Consultations relating to the Core Strategy originally began within approaches set out in the 2007 SCI and then continued under the 2010 version (*see Supp 6.1*), updated to take into account legislative changes. The 2010 version in turn has been recently formally amended in a 2013 version (*see Post 5.17*) to take into account the most recent 2012 regulations (Local Plan 2012 Regulations and Development Management Order 2010 and also relevant elements of the Localism Act 2011) and was presented for consultation in the recent Core Strategy post-submission consultations. It should be noted that later consultations carried out under the auspices of the 2010 version SCI, but after the introduction of the most recent 2012 Regulations mentioned above, have followed the requirements of the Regulations, including the addition of various Duty to Co-operate bodies and other bodies as outlined in the 2013 SCI (*Post 5.17, Appendix 1, page 20*) and the amendment of the various Regulation stage numbers (*set out in Post 5.17, Tables 2 and 3*).

The Council's Core Strategy consultations have followed the patterns laid out in the various SCIs and have included material sent to both specific and appropriate general and other consultees. This has also involved the development of a database of LDF contacts that has been regularly updated and augmented in relation to both legislative and individual and organizational requests and now includes approximately 3500

separate entries.

The exact methods of contact used in each consultation have varied within the options available in the SCI but have included standard letters and emails, questionnaires, posters in local businesses and public buildings, hard and disc copy documents circulated to all local libraries and other relevant buildings and at the Council offices in Clitheroe, web-based document and web based response options, explanatory booklets circulated within the local press, press releases and formal press notices, roadshows and special events as appropriate for hard to reach groups, meetings in local parish and village halls, workshops for parish council representatives and individual based one to one events and drop in sessions. The Council has also made available redacted versions of all responses. The audiences canvassed and approaches used in the 2007 – 2011 consultations are set out within the Regulation 17 Statement (*see Sub 1.9*).

These approaches have resulted in significant response involving thousands of particular points made by hundreds of local individuals and organizations in addition to those made by professional and statutory prescribed bodies. The results of these consultations and the main issues raised have been regularly reported to Council members and to the general public through Consultation Summaries, for instance those involving the 2012 Publication Stage (*see Sub 1.10*).

1.3 Has the formulation of the Plan been based on a sound process of sustainability appraisal and testing of reasonable alternatives?

Council's Response:

The Core Strategy has been formulated upon a sound process of Sustainability Appraisal (SA). RVBC consider that the SA has complied with the requirements of the SEA Directive (Directive 2001/42/EC which was transposed directly into UK law through the SEA Regulations (S.I. 2004 No. 1633: The Environmental Assessment of Plans and Programmes Regulations, 2004)). The processes of SA and SEA have therefore been combined. The meeting of the requirements of the SEA Regulations and the following of the SA advice given on the PAS website (including the Practical Guide to the SEA Directive) has ensured that the process has been sound. The process has been undertaken by independent specialist consultants to ensure these requirements have been met.

Testing of reasonable alternatives has taken place at Regulation 25 (18), wherein 3 possible options were presented (*Core Strategy Consultation Regulation 25 Report July 2010, post 7.8*). Further reasonable alternative options were then consulted upon (as no clear preferred option emerged at Reg 25 (18) stage) and therefore a further 5 alternative options were proposed (*Generation of Alternative Development Strategy Options, August 2011, post 7.7*) All of these 8 options have been tested through the SA process as *paragraph 2.3, table 2-1 and para 3.1, table 3-1 of Sub 1.4*

demonstrates. The detailed assessment of these options is illustrated from *paragraph 4.3.2 of Sub 1.4, with table 4-2* setting out a summary comparison of the assessment of the options. The SA process is set out at *para 1.19 – 1.23 of the Core Strategy (Post 5.14)*. Furthermore, the SA has been undertaken on numerous iterations of the plan policies and has provided recommendations for amendments throughout. This also constitutes an assessment of alternative policies as they have developed.

1.4 How have the possible effects on European wildlife sites influenced the Plan and the assessment of alternative options?

Council's Response:

To comply with Article 6 of the Habitats Directive and Regulation 61 of the Habitats Regulations, a Habitats Regulation Assessment (HRA) screening report has been produced. This also considered the Special Areas of Conservation (SAC), Special Protection Areas (SPAs) and Ramsar sites as well as potential SPAs (pSPAs). Initial Screening of the Preferred Options at *para 4.3.1, table 4-2 of Sub 1.7* illustrates how the possible side effects on European wildlife sites have been assessed. This process was undertaken on the selected preferred option, and therefore assessment at this stage showed that no alternative options were required as *section 5 of sub 1.7* states, the Plan is unlikely to have any significant effects. If the HRA Screening process had identified significant effects of the proposals in the plan then alternative approaches would have been proposed. Nonetheless, the potential impacts on European Sites were assessed specifically at the alternatives stage through the SA as part of the assessment of biodiversity and nature conservation effects.

The HRA Screening process did result in some recommendations being made for additional wording in the plan regarding protection of European Sites. This was designed to reflect the requirements of the Habitats Directive.

1.5 How has the Plan been influenced by the Sustainable Community Strategy for the district?

Council's Response:

As set out in *para 3.2, page 32 of the Core Strategy (post 5.14)* the Core Strategy vision should reflect the SCS and as stated in *para 3.3, page 32, of the Core Strategy (Sub 5.14)* Ribble Valley's Core Strategy vision incorporates the vision for the SCS. The Council has had in place a Community Strategy prepared under the auspices of the Ribble Valley Strategic Partnership Board, which delivered a thematic approach to issues affecting Ribble Valley. The Board was formally stood down in the summer of 2012 as the Council took a differing approach to partnership working. The adopted Community Strategy (*supp 4.2*) had a lifespan to 2013, and the Council has recently completed a review of the objectives and success of the Strategy and has resolved to prepare an updated Strategy focussing on key issues for the borough, the work for

which is currently being developed.

The preparation of the Community Strategy was undertaken within the areas of responsibility for the team responsible for the Core Strategy. Consequently it was a very straightforward matter to ensure the two areas of work were aligned and in timing the Council developed the Community Strategy and then commenced work on the Core Strategy in line with relevant guidance at the time. This enabled the alignment of the visions and the objectives with those of the Community Strategy and policy content in the Core Strategy to be developed to support the delivery of Community Strategy with themes and policies linking together. These range from the high level desire to protect and enhance the local environment, support economic development and meet social needs which together allow the Council to help deliver sustainable development across the borough. You will see that specific themes are drawn out between the Community Strategy and the Core Strategy.

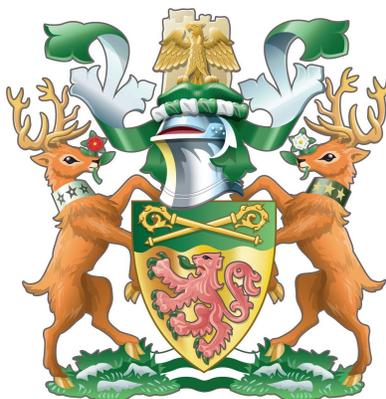
For example matters relating to affordable housing as a priority in the Community Strategy are reflected through the vision, objectives, key policies and DM policies in terms of their implementation in the Core Strategy. Pursuing economic growth as an aim of the Core Strategy is reflected in the development strategy again in the vision development strategy key policy areas and then with detailed implementation facilitated through the more detailed DM policies. These patterns are reflected across the two documents and ensure that the Core Strategy has been prepared with clear references and integration with the wider Community Strategy.

The Sustainable Community Strategy was also reviewed as part of the review of other relevant plans, programmes and environmental objectives in the SA. Recommendations were made regarding the implications of this for the SA and the plan itself.

End.

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MATTER 2 – THE STRATEGY

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 2 – The strategy

2.1 What are the strategic, cross-boundary issues of relevance to the Plan? How does the strategy address them?

Council's Response:

The cross boundary issues that RVBC considers are relevant to the plan and have subsequently been considered as part of the Core Strategy preparation are set out below.

Close working with Pennine Lancashire authorities has been ongoing throughout the preparation of the plan. Whilst Ribble Valley is no longer a formal partner within the Pennine Lancashire Partnership, close working continues, as is demonstrated at *paragraph 4.1 on page 3 and appendix 1 on page 6 of Supporting paper in relation to the duty to co-operate (post 3.3)*.

Of significance is the cross boundary issue of the Area of Outstanding Natural Beauty, as the Forest of Bowland AONB spans the Ribble Valley-Lancaster borough boundary. The co-operation that has taken place between the two authorities can be demonstrated by the letter dated 18/09/13 from Maurice Brophy at Lancaster City Council (Correspondence relating to Duty to Co-operate, page 1, Post 5.13.1). In addition The AONB team have been consulted throughout the formulation of the plan, as is demonstrated at *paragraph 4.3 on page 3-6 of Supporting paper in relation to the duty to co-operate (post 3.3)*. The minutes of a meeting with the Joint Advisory Committee Forest of Bowland AONB was held on 11th April 2011 are presented in *appendix 1 from page 6 of Supporting paper in relation to the duty to co-operate (post 3.3)*. The AONB team proposed minor changes which were implemented by RVBC following the Regulation 19 stage and included in the Regulation 22 stage, submission report.

The Core Strategy proposes that 200 units be taken from the Longridge requirement to reflect the anticipated development in Preston City Council boundary, as illustrated by *footnote 22 at para 15.2 in appendix 2, page 154 of Post 5.14*. Joint working has taken place with Preston City Council (Officers and Members) throughout the production of the Core Strategy, as demonstrated at *paragraph 4.5 on page 4 of supporting paper in relation to the duty to co-operate (post 3.3)*. The minutes of a Joint working initiative meeting with Preston City Council was held on 4th April 2011 and are presented in *appendix 1 from page 6 of Supporting paper in relation to the duty to co-operate (post 3.3)*. Meetings have continued to take place as recently as 31/10/13 (*See Post 5.13.3*), with liaison on cross-boundary issues continues, as has been confirmed as by Martin Putsey from Preston City Council in an *email dated 28th June 2013, Post 5.13.1*.

In relation to the cross-boundary issue of greenbelt, Ribble Valley has a small amount of Greenbelt land to the south of the Borough (*as shown on the Key Diagram in section 16, page 160m of Post 5.14*). As set out in the Background paper on Greenbelt (*supp 4.4*) RVBC proposed that the general extent of the Green Belt boundary is to be maintained. This paper assisted with the formulation of the key

statements as only land outside of the greenbelt could be considered as potential development sites. In terms of cross-boundary issues, the Greenbelt spans the borough boundary of Ribble Valley and Blackburn with Darwen. Joint working on greenbelt issues continues, with a recent workshop event held by Blackburn with Darwen Borough Council on 5th July 2013 where RVBC attended to ensure that the proposals for amendments to the greenbelt in the borough of Blackburn with Darwen would not lead to adverse effects in Ribble Valley. The Core Strategy proposes to address the issue of the cross-country greenbelt designation by maintaining the general extent of the greenbelt to safeguard the surrounding countryside from inappropriate encroachment as shown in *section 5 of the Core Strategy (page 46 of Post 5.14)*. The protection of the Greenbelt and AONB are highlighted as key issues and challenges to be address within the LDF (*as illustrated in section 2.14, page 23 of Post 5.14*).

Significant joint working has taken place in relation to the issue of determining a local housing requirement. Ribble Valley has consulted with and held meetings with all neighbouring Lancashire authorities who were invited to discuss the proposed housing requirement, the most recent of which being held at Clitheroe Auction Mart on 24th July 2013 (*a note of this meeting is attached at Appendix 1 to this statement*). In the majority of cases, the surrounding districts have stated there to be no issues with the proposed housing requirement, with the exception of Blackburn with Darwen Borough Council. In addition to surrounding districts being consulted in determining RVBC's housing requirement, RVBC has also been consulted when these authorities have determined their requirement and housing and employment allocations. The most noticeable of the latter relates to Preston City Council's recent decision to reduce the number of units proposed on the allocation site closest to Ribble Valley in their Publication Version of their Local Plan 2012-2026. A report to Planning and Development Committee Members on 7th November 2013 was subsequently produced (*see Post 5.13.3*) and a representation to Preston's consultation was made.

BAe/ Enterprise Zone- South Ribble, we have worked with both the LEP, Lancashire County Council and South Ribble Borough Council to take this initiative forward. This has involved joint working on the production of a Local Development Order involving joint consultation work and engagement with and between neighbouring authorities Parish councils and the developer.

In addition, the SA process identified a number of trans-boundary issues as part of the baseline evidence gathering. These are identified below:

For many authorities, the geographical scale of particular baseline issues means that they relate closely to neighbouring authorities. For example, housing provision and prices, employment migration and commuting, service provision and education can all result in flows of people across Local Authority boundaries. In order to help to characterise the baseline further, some of these key 'trans-boundary' issues have been identified below.

Over half of the Borough's population out-commute daily from Ribble Valley to other Boroughs for employment reasons and this may be contributing to problems associated with a decline in local spending.

Waste disposal is a strategic issue for all of East Lancashire with the main waste

disposal site being located in Hyndburn. This is likely to have adverse impacts upon traffic movements between Ribble Valley and Hyndburn.

There are limited adult education training facilities in the Borough and therefore people may be commuting out of the Borough for educational reasons. The absence of a further and Higher Education establishment in the Borough is a weakness identified in the Economic Strategy.

During the assessment stage, the SA and HRA also identified a number of trans-boundary issues including:

Development in Longridge may have a strong influence on the employment market and access to services for residents in Preston.

The pressure on school places and the trans-boundary nature of school catchment areas means that pupils are likely to travel outside of the borough to go to school.

The strategic highway network crosses through Ribble Valley and increased development in the borough may have implications for traffic across a wider area although this is unlikely to be significant given the scale of development.

The HRA Screening identified that the plan is not likely to lead to significant effects on any European Sites either alone or in combination. This has considered sites and developments outside the borough. Future plans outside the borough would need to consider trans-boundary effects including activities within RVBC where appropriate.

The Council considers that the Plan is Effective and adequately addresses these issues as far as is necessary at this strategic level and is compliant with paragraphs 178 and 181 of the NPPF. In addition the SA has assessed the potential social, economic and environmental impacts of the strategy (*SA report, Sub 1.4 and Post 5.16*)

2.2 Will the Plan deliver the homes, jobs and services required to meet the needs of the whole borough? How have needs in other adjacent authority areas been taken into account?

Council's Response:

The spatial strategy of the Core Strategy has been formulated upon a significant level of evidence-based work. Strategies and studies have been undertaken to ensure that the requirements for homes, jobs and services have been adequately assessed and subsequently planned for within the Core Strategy. It is ensured that the plan will deliver the homes required for the borough as the following evidence base documents have been produced:

- *SHMA (supp 4.11 (2008)) and (post 5.7 (2013 update))*
- *SHLAA (supp 4.10 (2009)) and (post 5.18 (2013 update))*
- *Viability Assessment (post 5.10 (2013))*
- *Addressing Housing Needs in Ribble Valley (supp 4.7 (2011))*
- *Determining a Housing requirement for Ribble Valley (post 4.6 (2011)) and (post 5.8 (2013 update))*
- *Sustainability Appraisal (Sub 1.)4 and Sustainability Appraisal Addendum report (Post 5.16).*

RVBC consider that these documents have adequately assessed the overall number and type of housing that is required in the borough, and ensures that there is land available in the borough for this to be delivered and that the figures proposed in the plan are viable and therefore deliverable and achievable. In formulating these overall figures, cross boundary working has also been taking place with neighbouring authorities and parishes to ensure that neighbouring issues have been assessed. For example, the Longridge adjustment set out in *appendix 2, page 154, para 15.2 of post 5.14*, reflects the anticipated developed in Preston Borough, as explained in *footnote 22*, and has been devised following close working with Preston City Council.

In relation to whether the plan will deliver the jobs to meet the needs of the whole borough, the following evidence base documents have been produced:

- *Employment Land position statement (supp 4.13 (2011))*
- *Ribble Valley Employment Land and Retail Study (Supp 4.14 (2008))*
- *Ribble Valley- An Economic Strategy 2009-2014 (Supp 4.15 (2009))*
- *Ribble Valley Economic Review – Annex to Ribble Valley Employment Land and Retail Study 2008 (Supp 4.16 (2008))*
- *Service Centre Health Checks (Post 5.2 (2013))*
- *Employment Land Study Refresh (Post 5.3 (2013))*
- *Retail Study Update 2013 (Post 5.5 (2013))*
- *Leisure Study Update 2013 (Post 5.6 (2013))*
- *Sustainability Appraisal (Sub 1.)4 and Sustainability Appraisal Addendum report (Post 5.16).*

This raft of detailed studies has assessed the current job market and also the anticipated job market situation in the borough. This has been assessed in detail by our consultants and is split into different market sectors using the Oxford Economics forecasting model, which RVBC considers to be an effective tool in assessing the needs of the borough. The Plan subsequently sets out policies and mechanisms, which will allow the delivery of these jobs as can be seen in *section 7, page 64, of Post 5.14 (the Core Strategy)*.

In relation to the services required to ensure the needs of the whole borough are met, an Infrastructure Plan (Supp 6.4) has been produced which assess and sets out the baseline of current infrastructure services within the borough. Further infrastructure work will be undertaken as part of the Housing and Economic Development DPD, when specific sites are being allocated for development and the likely impacts of the development of these sites can be measured. At this point however, the Core Strategy Infrastructure Plan has identified that the overall level of development proposed in the borough over the plan period is deliverable.

It is considered that the significant level of evidence base work that has informed the production of the plan ensures that the Core Strategy is positively prepared and ultimately deliverable having adequately considered the potential economic, environment and social impacts.

2.3 The Plan's development strategy is set out in Key Statement DS1. It focuses new housing, retail and leisure in Clitheroe, Longridge and Whalley and new economic development at the Barrow Enterprise site and Samlesbury Enterprise Zone. In broad terms, is this the most appropriate spatial strategy?

Council's Response:

The Council considers that the proposed Development Strategy set out in Key

Statement DS1 is the most appropriate and sustainable spatial strategy for the Ribble Valley and is Justified. The Strategy has been derived from thorough consultation on a series of 3 initial options (Reg 18 (25) stage) (see *Core Strategy Consultation Regulation 25 Report 2010 ref Post 7.8, Appendix 3, pages 49 – 76*) the results of which were reported in the March 2011 Summary of Representations (see *ref Post 7.6*).

A further 5 alternative options (also under Reg 18 (25) stage) (see *Core Strategy Generation of Alternative Development Strategy Options, June 2011, see Post 7.7*) were added to the 2010 options and all 8 were consulted on. The results were reported in the October 2011 Summary of Representations at Alternative Options Stage (see *Post 7.5*) and within Sustainability Appraisal assessment work. Given the above the Development Strategy is considered to be justified and effective, reflecting the need to address relevant alternatives and a variety of key priorities for the Borough.

The strategy is designed to reflect the distinctive nature of the borough, by delivering the identified level of housing and economic growth, whilst respecting the environmental qualities, which make the area special. It is considered that due to the strong links with other key local strategies and evidence, as set out from *para 2.15, page 23 of Sub 5.14*, the objectives are Justified.

As discussed, the Development Strategy has been considered through the Sustainability Appraisal assessment process. Section 4 of the SA (*para. 4.3, page 39, Sub 1.4*) assesses all eight of the potential Development Strategy options in detail and *section 4.4, page 63, sub 1.4*, goes on to assess the preferred spatial strategy option. As can be seen in *para 4.4.2*, the option was found to be sound.

2.4 What is the justification for the settlement hierarchy proposed? What evidence/reasoning led to the identification of Clitheroe, Longridge and Whalley as the primary centres? What alternatives were considered, and why were they rejected?

Council's Response:

The settlement hierarchy within the Core Strategy was initially derived from the results of analysis described within the Settlement Hierarchy 2008 (*Supp 4.9*). Taking as its basis the definition of a settlement from the District-wide Local Plan of 1998 (see *Supp 6.2, section 3.2 discussed below in Issue 2.5 below*) and using a methodology derived from local best practice (see *Supp 4.9, section 1, para 3*) all the settlements in the Borough were examined in relation to a variety of sustainability attributes that included both demographic and contextual factors and the presence of local services and facilities (see *Supp 4.9, Appendices 1, 2 and 3*). The analysis was in part based on detailed survey work within the 2006 Settlement Audit (*Post 7.1*)

In all 24 separate elements were examined and given a scored assessment. This breadth of analysis was considered to give a good indication of the relative sustainability of individual settlements.

From the above analysis a hierarchy of settlements was derived (see *Supp 4.9, Chart 1*) which showed that the three settlements of Clitheroe, Longridge and Whalley possessed overall levels of provision that, in the context of the overall nature of a rural Borough such as Ribble Valley and in relation to the area's other settlements, merited them being seen as Key Service Centres or primary centres. This was considered to

be relevant to the then legislative need to identify such centres and is considered to remain relevant to the subsequent NPPF requirement within NPPF para 28 bullet 2.

The Settlement Hierarchy also considered the definition of lower order or Local Service Centres operating below the three Key Service Centres mentioned above. However it was felt that it was not possible to distinguish these lower order centres from the hierarchy information (*see Supp 4.9 Executive Summary 3rd and 2nd paras from end of section*) and that the further work that would be needed to do this was most appropriately done within the forthcoming allocations based DPD.

The exploration of alternative options involved both the initial settlement hierarchy work above and also consultation on a series of potential strategic scenarios or options. The first consultation in 2010 included a series of 3 initial options at Regulation 18 (25) stage involving a variety of quanta of development across the three main settlements and also a quantum attached to a category called “villages” to represent the combined smaller settlements in the area (*see Core Strategy Consultation Regulation 25 Report 2010, see Post 7.8, Appendix 3, pages 49 – 76.*) The results of that consultation were reported in the March 2011 Summary of Representations (*see Post 7.6*).

A further 5 alternative options (also under Regulation 18 (25) stage) (*see Core Strategy Generation of Alternative Development Strategy Options, June 2011, see Post 7.7*) were added to the 2010 options and all 8 were consulted on. The composite list of options being Options 1 to 3 from 2010 and additional Options A to E plus the Do Minimum (DM) option from 2011. These further 5 options allowed for a variety of broad development locations, some not dependent on specific amounts of development located within the three main settlements and some including strategic sites at land south of Clitheroe and at Barrow. The results were reported in the October 2011 Summary of Representations at Alternative Options Stage (*see Post 7.5*) and included within Sustainability Appraisal assessment work

The above led to the development of a hybrid Preferred Option presented within the Topic Paper of 2011 (*see Post 7.4*) and subsequently appraised within the SA as the most appropriate option (*see Sub 1.4 section 4.4.2, Pages 63 to 66*). It involved elements of original options B and D retaining the strongest elements of both and reducing negative outcomes. The key strengths and weaknesses of options B and D are presented within the SA (*see Sub 1.4, pages 51 and 54.*) All the options presented in the above 2010 and 2011 consultations were also summarized and appraised within the Strategic Environmental Assessment and Sustainability Appraisal (SA) (*see Sub 1.4, section 4.3, Pages 39 to 62, including summary assessment on page 61 and 62.*

2.5 The Council’s proposed modifications include adding a list of other defined settlements to Key Statement DS1. What criteria have been used to draw up this list?

Council’s Response:

The criteria used to define the list are described in the Ribble Valley Settlement Hierarchy 2008 (*see Supp 4.9, section 5, para 5*). This document explains that these in turn derive from the definition of a settlement first described in the Ribble Valley District-wide Local Plan of 1998 (DWLP) (*see Supp 6.2, Section 3.2*). These criteria are considered to remain a pragmatic guide to local settlement definition and were not

challenged within subsequent consultations on and discussions of the 2008 Settlement Hierarchy.

It is considered appropriate to amend the definition of settlement within the Core Strategy (*Post 5.14, Chapter 12: Glossary, page 135*) to clarify this matter further by adding additional text to the existing definition to both aid the definition of settlements and the definition of a settlement boundary around such settlements.

Therefore the Council suggests the following focused change to the Core Strategy Glossary page 135 in relation to the definition of "Settlement":

Add new bullet 1, as follows:

Bullet 1 "A defined settlement is one which contains at least 20 dwellings and a shop or public house or place of worship or school or village hall, ie they are of a size and form that justifies treatment as a settlement. Settlements smaller than this limit will not be given settlement boundaries as they are not considered to be large enough or to contain enough facilities to allow for growth."

As the Settlement Hierarchy makes clear (*Supp 4.9, section 5, para 6*) the application of these criteria to the current situation has led to the definition of a new settlement at Brockhall Village within the Core Strategy list in DS1. This has derived from development since the adoption of the 1998 Districtwide Local Plan.

2.6 Is the settlement hierarchy based on robust evidence and sound reasoning? Will this hierarchy lead to the most sustainable spatial distribution of new development? In this respect, are the conclusions of the Sustainability Appraisal founded on robust evidence and sound reasoning?

Council's Response:

A number of elements of the strategy relate to the settlement hierarchy, which reflects the strongly expressed desire when the strategy was developed to achieve a fair distribution of new development, especially in terms of housing growth and overall patterns of the distribution of the requirement, coupled with a desire to ensure that rural settlements were given an opportunity for some development to take place. These were reflected in the consultation responses (*see answer to issue 2.4 above*) and through the public and community engagement work the Council undertook, where a strong view that villages should not be overly restricted was demonstrated. Some growth was seen as vital to sustaining the future of the rural communities and the strategy was shaped to help facilitate this. The strategy subsequently uses the settlement hierarchy (*again, see answer to issue 2.4 above*) information in addition to the findings of the SA and consultation outcomes and is therefore considered to be justified.

The Council considers that the conclusions of the Sustainability Appraisal are sound in that they are founded upon robust evidence and thorough consultation. Whilst the settlement hierarchy was undertaken earlier in the LDF process than some pieces of evidence, this is still considered to be up to date and accurate. The implementation of the DWLP for 15 years, which was used as the basis for the settlement hierarchy has also illustrated that this approach is sustainable. The SA process also ensured that

the alternative options were assessed in detail (*see answer to issue 2.4 above*). The details of the spatial options assessment report, which eventually formed a chapter of the SA/SEA report (*see section 4.3, page 39, of the SA report, Sub 1.4*), provided detailed assessment of each option in terms of the key strengths and weaknesses and when combined with the consultation outcomes, ensured that the SA process was justified.

2.7 Overall, is the distribution of development sought the most appropriate strategy, and what alternatives have been rejected?

Council's Response:

The Council considers that the distribution of development set out in the Core Strategy (*Post 5.14*) is the most appropriate strategy, when assessed against the alternative options that have been considered as part of the process.

As has been set out in answer 2.4 above, the exploration of potential options involved consultation on 3 initial options at Regulation 18 (25) stage involving a variety of quanta of development across the three main settlements and also a quantum attached to a category called "villages" to represent the combined smaller settlements in the area (*see Core Strategy Consultation Regulation 25 Report 2010, see Post 7.8, Appendix 3, pages 49 – 76.*) The results of that consultation were reported in the March 2011 Summary of Representations (*see Post 7.6*).

A further 5 alternative options (also under Regulation 18 (25) stage) (*see Core Strategy Generation of Alternative Development Strategy Options, June 2011, see Post 7.7*) were added to the 2010 options and all 8 were consulted on. The composite list of options being Options 1 to 3 from 2010 and additional Options A to E plus the Do Minimum (DM) option from 2011. These further 5 options allowed for a variety of broad development locations, some not dependent on specific amounts of development located within the three main settlements and some including strategic sites at land south of Clitheroe and at Barrow. The results were reported in the October 2011 Summary of Representations at Alternative Options Stage (*see Post 7.5*) and included within Sustainability Appraisal assessment work

The above led to the development of a hybrid Preferred Option presented within the Topic Paper of 2011 (*see Post 7.4*) and subsequently appraised within the SA as the most appropriate option (*see Sub 1.4 section 4.4.2, Pages 63 to 66*). It involved elements of original options B and D retaining the strongest elements of both and reducing negative outcomes. The key strengths and weaknesses of options B and D are presented within the SA (*see Sub 1.4, pages 51 and 54.*) All the options presented in the above 2010 and 2011 consultations were also summarized and appraised within the Strategic Environmental Assessment and Sustainability Appraisal (SA) (*see Sub 1.4, section 4.3, Pages 39 to 62, including summary assessment on page 61 and 62.*

Section 4.4.2, appraisal of the Preferred Option, is set out on page 64 of Sub 1.4, appraises the preferred option, considering the potential social, economic and environmental issues. The Council considers that the assessment of eight options, which have undergone numerous rounds of public consultation and subsequent

feedback, has ensured that the most appropriate option for the distribution of development has been selected.

2.8 What is the strategy's intention in relation to the Forest of Bowland AONB? Is new development in the AONB anticipated? What is the strategic approach here, and is the Plan sufficiently clear?

Council's Response:

Para 2.14 of Post 5.14 highlights the key issues and challenges to be addressed within the LDF, which includes retaining the high quality environment/ protection of the AONB. Overall, development within the AONB will be minimal with the primary intention to be protecting, conserving and enhancing the AONB as *Key Statement EN2 (chapter 5 of Post 5.14)* highlights. While the Council considers its strategic approach to the AONB is made clear at *Key Statement EN2 and para 5.2 of Post 5.14*, this Key Statement could be re-named 'AONB' if this was viewed as being helpful in making the AONB policy more quickly identifiable. Specific DM policies are also set out, for example *policies DMG2, DME5, DMH3, DMB2 and DMB3 (chapter 10 of Post 5.14)* demonstrating how the approach to development within the AONB will be delivered.

2.9 The Key Diagram is on the last page of the Plan, and has a very low profile. To be effective, it would be much better to have it earlier on. Should it be in the development strategy section? Should it more clearly illustrate the Plan's intentions for growth?

Council's Response:

There is no reason in particular for the key diagram to be placed at the end of the strategy. It could be placed in the development strategy section as suggested, as it does provide the strategic spatial picture that the Core Strategy is framed around. It is agreed that it would be useful to give the diagram more presence in the Core Strategy

Our approach for the key diagram is that it identifies the key strategic elements, it does include our strategic development locations and could be annotated to show the key proportions of development anticipated. The Council would not anticipate those being shown against settlements other than Clitheroe, Longridge and Whalley as the larger settlements. The amount of development in detail at the other settlements will be identified in the HEDP in the Council's approach. There is no reason why the pattern of other settlements couldn't be added to the diagram to help with spatial awareness.

2.10 How has the risk of flooding been taken into account? Has the sequential, risk based approach required by the NPPF been followed? How has this issue influenced the Plan's formulation and the spatial approach ultimately proposed?

Council's Response:

The Council has produced a Level One Strategic Flood Risk Assessment (SFRA) (*Supp 4.22*) in liaison with Environment Agency and United Utility. This is in conformity with NPPF para 100 and with its attached Technical Guidance (Technical Guidance to the National Planning Policy Framework, CLG, March 2012). The SFRA document sets out, in conjunction with relevant Development Management Policies (see below), the approach the Authority will take in relation to the various elements stipulated within NPPF para 100, including the application of the sequential and exception tests and Flood Risk Assessments. It will underpin the Authority's approach to both future allocations based DPDs and planning applications.

In liaison with the Environment Agency and United Utilities (*see amendments made in responses to consultations at regulation 19 stage within Sub 1.2, specifically ref 61*), a specific flood related Development Management Policy DME6: Water Management has been developed (*Post 5.14, Chapter 10, page 102, section 10.17*). This will be important in guiding development into the most sustainable and least flood prone locations. Further flood related amendments were made to various parts of the Strategy in response to comments made at Regulation 19 stage consultation (*see Sub 1.2, references 4, 16, 62 and Editorial change to para 10.17*).

The issue of flood risk in relation to the Core Strategy's overall Development Strategy and its implications for the proposed broad spatial distribution of development has been addressed by regular consultations with relevant bodies such as Environment Agency and United Utilities, both on the SFRA itself and through wider Core Strategy consultations at both Issues and Options stages and Publications stages. The Environment Agency (EA) flood risk maps have informed the overall Core Strategy Development Strategy and, on a site-specific basis, the SFRA and the EA maps have informed the selection of the Standen strategic housing site. They have also been a factor in the screening of potential housing sites within the Strategic Housing Land Availability Assessment SHLAA reports of 2009 and 2013 (*Supp 4.10 and Post 5.18*.) The sequential approach within the SFRA will continue to be used within the forthcoming more detailed site allocations work.

2.11 Has the financial cost of any requirements on new development been taken into account? What evidence is there to demonstrate that such costs would not threaten the delivery of the development planned for? In short, is the Plan viable?

Council's Response:

HDH Planning and Development Ltd were commissioned (in April 2013) to undertake a Core Strategy Viability Assessment (*Post 5.10*). This made an assessment of the Cumulative Impact of the Policies in the Core Strategy. The study was undertaken in line with the Harman Guidance.

The report concluded that based on the findings of the Core Strategy Viability Study, the Core Strategy is not subject to such a scale of obligations and policy burdens that

its ability to be effective is threatened. Furthermore the cumulative impact of the policies in the Core Strategy will not put implementation of the plan at serious risk, and will facilitate development.

2.12 To deliver the strategy, is it the Council's intention to allocate land for development in a future Local Plan document, and to identify land for other purposes (for example, to prevent development on it) on a Policies Map? Should the Core Strategy be clearer about this, and set out the commitments to be addressed?

Council's Response:

The Council has programmed a further DPD currently described as the Housing and Economic DPD that would be the vehicle for delivering allocations for proposed development and would provide further policy detail in relation to a range of planning matters as relevant. The DPD is included in the Council's Local Development Scheme (*see post 1.1*). These details would be shown on a proposals map.

The current proposals map is the saved Local Plan of the Ribble Valley Districtwide Local Plan. The Council has published the changes to the proposals map that would result from the adoption of the Core Strategy in its supporting documents, *reference supp 1.8*.

Adoption of the Core Strategy would lead to the production of the revised proposals map. The proposals map would be revised further to reflect the subsequent DPD dealing with allocations, settlement boundaries and other relevant planning policy designations as that work progressed. In the interim it would be intended to produce the updated proposals map to reflect the adopted Core Strategy.

At present the Council does not have a digital based proposals map enabling ready updates to be made to the existing saved proposals map. Measures are being put in place to give the capacity to update the mapping and publishing updated proposals map following adoption of the Core Strategy.

2.13 The monitoring framework includes few quantified targets or 'trigger points' for implementing contingency plans. Is it sufficiently robust? Is it sufficiently clear how progress towards delivering the strategy's aims and objectives will be measured, and how and when any contingency plans would be triggered?

Council's Response:

Whilst there are few 'trigger points' for implementing contingency plans within the Core Strategy, RVBC considers that the monitoring framework is as robust as is possible at this stage. The monitoring framework proposed builds upon the established framework of annual AMR monitoring, which has provided a baseline of data collection since 2005. In addition, the SA includes an outline framework for monitoring the significant effects of implementing the Core Strategy (*as set out in section 5, page 81 of the SA, Sub 1.4*).

The Council has also established a quarterly monitoring framework to inform decisions and will apply the policies of the Core Strategy, in particular the Development Management suite of policies when determining applications. This

approach also introduces, we believe in accord with NPPF, an approach that allows the flexibility for sustainable development to be brought forward in response to changing circumstances. Whilst no specific 'trigger points' are referenced at this stage, it is considered that this approach is acceptable at this stage, and a framework for additional, more site specific monitoring will be set out at the allocations stage through the Housing and Economic Development DPD, at which point triggers in the DPD will set out what contingency plans may be needed and when.

Ribble Valley Housing Requirements Meeting 24th July 2013
Meeting with Neighbouring Authorities – Duty to Co-operate
NW Young Farmers Office, Clitheroe Auction Mart

IN ATTENDANCE:

ORGANISATION

Colin Hirst

RVBC

Joanne Macholc

RVBC

Diane Cafferty

RVBC

Phil Dagnall

RVBC

Lyndsey Heys

Blackpool Council

Neil Watson

Pendle BC

Janet McDonald

Fylde BC

David Proctor

Blackburn with Darwen

2029 – 2030. Recognise need to increase for Publication version. Delivery currently about 250/year. Undertaking joint SHMA with Fylde coastal authorities. Publication due Spring 2014. ONS figures indicate need for 340-360. 2010 SHLAA being updated due Oct 2013

Preston: RSS requirement 507 contained within Central Lancs Core Strategy. No plans to amend. Due to submit Site Allocations DPD in Sept 2013. Allocation at Longridge now reduced to 80. Could have implications for RV CS. Majority of new housing to be located in NW Preston. Supported by City deal and will unlock significant infrastructure. Target 8000 dwellings to 2026. CH/MM

Chorley: Delivery has exceeded CS requirement of 417 dwellings for last 4 years (RSS requirement 417). Has a 5 year supply. Site Allocations DPD examination currently adjourned re G&T matters.

South Ribble (no one present): It is understood the situation is similar to Chorley. Does not have a current 5 year supply. City deal funding will be used to unlock infrastructure issues in Penwortham.

Blackpool: RSS requirement 444. Revised Preferred Option requirement is 300 per year. Did not deliver against RSS requirement. Evidence date being updated and requirement may change. Not yet at preferred options stage. Fylde BC is accommodating some of Blackpool employment requirement (15 ha).

Pendle: RSS requirement 190. Publication version in Nov 2012. Evidence needs updating. Updating SHMA with Burnley. Requirement likely to increase. Viability is a major issue (recent work undertaken by Colliers). Delivery of housing target could be a challenge (72 units in last year). SHLAA being updated in respect of viability. Supply has increased due to more planning permissions. Doing a joint G and T update with Burnley.

Burnley: RSS requirement 130. Average completion rate is approx. 150 but 1100 dwellings cleared in last ten years leading to a shortfall of about 900. SHMA and housing requirements being updated. A range of requirements is emerging from negative to 266. Figures are different from Pendle despite same housing market area. CLG household projections were negative. Considers, along with Pendle, that there are no issues and no housing or other links with Craven

Hyndburn: RSS requirement 189. Core Strategy requirement to 2026 is 213 (i.e. RSS plus undersupply). Only 50 dwellings delivered in latest year. Evidence base is considered out of date and SHLAA, SHMA and GTAA need updating. Site allocations work in very early stages. Has a 5 year supply.

Blackburn with Darwen: RSS requirement 489. Adopted Core Strategy requirement includes backlog and is an average of 625

over 3 phases of plan period 530/625/700+. Don't have a five year supply due to viability issues on urban sites and therefore need more deliverable sites. Delivery has been below target. Hopes to publish a site allocations doc in early 2014.

Fylde: Currently consulting on Part 1 of Core Strategy. Based on RSS figure of 306 plus backlog (total 350). Broadly same as new ONS figures. Joint SHMA and G&T studies being undertaken with Blackpool and Wyre. Core Strategy publication version spring 2014.

Judith Furlonger raised the need to align housing strategies with economic growth strategies. Viability of sites a major issue.

6. **Ribble Valley position**

CS was submitted in Sept 2012 and was currently suspended to enable parts for the evidence base to be updated to address inspector's concerns. Submitted Core Strategy included housing requirement of 200/annum based on an assessment of requirements in 2011 by NLP (cf RSS requirement of 161). Recent update indicates need in region of 220-280. Suspension of examination has been extended until Sept to enable outstanding elements to be completed. Requirement of 280 dwellings incorporates economic growth. Consideration needs to be given to how requirement will be met if a lower figure is adopted. SHLAA shows there is sufficient land. SHMA shows a significant increase in the need for affordable housing. There is significant pressure for development in the forms of major application for housing and appeals.

Affordable Housing requirement is 30% based on thresholds of 5 or 10 depending on location. Viability work supports these requirements/thresholds.

7. **PAS Guidance "Ten key principles for owning your housing number – finding your objectively assessed needs."**

Copies of this document were circulated for consideration. Section 5 refers to dealing with unmet requirements and cross boundary issues. The SHLAA shows that the increased requirements could be accommodated (70+ years if the annual requirement is 200).

8. **Matters for discussion:**

Issues were discussed about whether an increased housing requirement in RV would impact on neighbouring authorities e.g. in terms of investments plans; aspirations; regeneration etc. Also, is there any scope to redistribute the RV requirement? The following responses were given (as views of officers rather than a formal response of the council):

Pendle: Consider that further housing growth in Ribble Valley would have no real impact on Pendle. If any growth could be accommodated it would be in that part of Pendle adjacent to RV but because of viability issues, delivery could not be guaranteed.

Blackburn with Darwen: Would not be in a position to accommodate additional RV requirements. This would undermine BwD's housing figure which there is no intention to review. BwD would wish to have the opportunity to explore some of the assumptions underlying the NLP work, particularly the economic scenario which is based on higher inward migration and would be incompatible with BwD's strategy to retain workers.

Preston: reiterated that there may be further issues in relation to Longridge in view of PCC's decision to reduce the allocation on the haulage site from 200 to 90 units.

PD raised the issue of whether there is any evidence of the linkages between economic Growth and Housing? AGMA's work was referred to.

Wyre: Would not be in a position to accommodate additional RV requirements because own requirements are not being delivered.

Burnley: Would not be in a position to accommodate additional RV requirements because own requirements are not being delivered. If there is conflict between different aspirations for different areas, this will be considered through the examination process.

Hyndburn: Would not be in a position to accommodate additional RV requirements because own requirements are not being delivered.

All recognised the aspiration to work jointly on future housing needs, including joint commissioning of evidence. A void had been created with the dismantling of strategic/sub regional planning. However, the differing timeframes of LA's plans would make this difficult. Some authorities are already working jointly where there are shared housing markets e.g. Burnley/Pendle, Fylde coastal authorities, Central Lancs. There may be scope for aligning methodologies. Pendle consider that RV aligns more with Central Lancashire than Pennine Lancashire.

Current evidence:

- Central Lancashire CS has a 2008 evidence base. Preston and South Ribble are undertaking a Housing Needs Survey which will inform the SHMA.
- Fylde Coastal authorities will produce joint SHMA by October
- Pennine Lancs Spatial Guide and Pennine Investment Plan are in place.

CH commented that while there may be no in principle objection to considering accommodating other authorities requirements this was not realistic given the current issues with deliverability. He clarified that the matter will be reported to the Council's P&D committee on 6th August and then the revised evidence base and

any related changes to the CS would be the subject of a 6 week consultation period commencing in August. Neighbouring authorities would have an opportunity to respond formally.

CH thanked everyone for attending. This has been a very useful meeting and demonstrated the authorities' commitment to working together on this important strategic issue.

9. **Any Other Business**

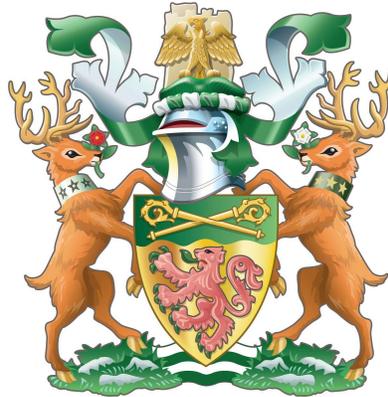
Andrew Lightfoot (BwD) had circulated a letter from AGMA in relation to distribution of G&T provision. All agreed this needed a joint response from Lancashire.

It was noted that Central Lancashire had commissioned a GTAA update.

End.

RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



**Ribble Valley
Borough Council**

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MATTER 3 – HOUSING

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 3 – Housing

3.1 As submitted, the Plan sought to deliver 4,000 new homes between 2008 and 2028. The Council proposes to increase this to 5,000.

a. What is the explanation for the proposed modification, and why is it necessary for soundness?

Council's Response:

In accordance with the requirements of the National Planning Policy, RVBC's Local Plan must be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of their area (*para.158, NPPF*).

NLP 2011 Assessment

In July 2011 Nathaniel Lichfield and Partners [NLP] produced a study on behalf of Ribble Valley Borough Council [RVBC] concerning local housing requirements within the Borough (*supp 4.6*). The study set out the potential scale of future housing requirements in Ribble Valley, based upon a range of housing, economic and demographic factors, trends and forecasts. This sought to provide the Council with evidence on future housing requirements to help it plan for future growth and make informed policy choices. The study subsequently formed part of the evidence base underpinning Ribble Valley's Submission Draft Local Plan (*Sub 1.1*).

Supp 4.6 reviewed the range of scenarios and excluded the more extreme, or unsustainable, forecasts such as the employment-led or reduced migration projections. Excluding the employment led and reduced migration scenarios, this left a broad range of 190-260 dwellings per annum, relating to the demographic projections for the area contained with Scenario A (PopGroup Baseline), Scenario Aa (the Baseline PopGroup model output sensitivity), Scenario D (2008 CLG Household forecasts) and G (Past Development Rates). The analysis suggested that the realistic dwelling requirement for Ribble Valley Borough should sit somewhere within the 190-220 dwellings per annum range between 2008 and 2028. Part of the justification for the lower end of the range was due to an aspiration on behalf of RVBC to reduce the level of vacant properties over time (to 1.9% by the end of the Plan period).

The HEaDROOM report concluded that there would be a need to continue to monitor and update existing evidence, including reviewing dwelling vacancy levels in the Borough, to test whether a higher/lower figure should be incorporated into a recalibrated PopGroup model. Subsequent figures provided by RVBC indicated that the Borough's vacancy rate actually rose slightly, suggesting that without a clear policy response to reduce vacancy rates in the Borough, the lower end of the range, 190 dpa, lacked validity.

NLP 2013 Assessment

NPPF was published subsequent to the original HEaDROOM Report (in March 2012). The document clearly states that the planning system should place significant weight

on the need to support economic growth. On this basis, it was important that the identified level of economic growth aspired to in the emerging Ribble Valley Local Plan dovetails with the level of housing provision therein.

NLP's original HEaDROOM report based the demographic scenarios on the most up-to-date evidence available at the time (spring 2011), which comprised the ONS 2008-based Sub-National Population Projections [SNPP] and CLG 2008-based household projections.

However, new evidence was subsequently published including: the 2011 Census, ONS 2010-based SNPP, the (interim) ONS 2011-based SNPP, the ONS mid-year migration estimates for 2001-2011 and the (interim) CLG 2011-based household projections. The 2013 Employment Land Review [ELR] for Ribble Valley was also made available (*post 5.3*).

As a consequence, NLP updated the locally generated housing requirements produced for RVBC in 2011 in the light of this new demographic and economic evidence and the clear policy directives of NPPF.

NLP's Updated Housing Needs report (*Post 5.8*) concluded that a range of between 220 dpa and 250 dpa would represent the OAN for Ribble Valley Borough. This would, at a minimum, meet need and demand arising from future projected demographic change within the Borough, but would also (at the top end of the range) support some economic growth, and would deliver affordable housing to respond to identified local needs.

The 220 dpa lower end of the range represents the minimum required to meet the demographic needs of the Borough. This is virtually identical to the previous baseline projection (stripping out the assumption on declining vacancy rates), as although the 2011-based projections are lower than their predecessors, NLP based the post-2021 headship rate assumptions on the 2008-based projections, which accelerate on a similar basis as before.

In defining the top end of the range, NLP recognised that a figure of 280 dpa would allow RVBC to meet their anticipated job growth to 2028. Although lower than the previous economic scenarios, this remained considerably in excess of the updated demographic forecasts. NLP concluded that to ensure that there was no disconnect between the housing requirement and the Council's job growth aspirations, RVBC would need to demonstrate how it would mitigate or avoid the adverse housing, economic and other outcomes that a lower-growth approach could give rise to.

Although there is no direct causal relationship between job growth and housing requirements, the two aspects of sustainable development are nevertheless fundamentally related. NLP concluded that if the Council could demonstrably mitigate any adverse economic impacts, then a figure closer to 250 dpa could be appropriate at the top end of the range. The resultant OAN, of 220-250 dpa, therefore sits towards the top end of all the modelled scenarios (161-280 dpa, excluding the unrealistic zero migration and superseded economic scenarios) and therefore allowed the Council to take a robust line in relation to NPPF's requirement to 'boost significantly' the supply of housing land. The 250 dpa is also more than 50% greater

than the previous RS figure (161 dpa) and is also higher than the long-term development trends.

NLP concluded that this range would appear to meet the majority of national policy objectives based on NPPF and specifically, objectively assessed demographic needs and the majority of economic needs.

As the 200 dpa Local Plan target sat below the bottom end of this range, Officers therefore took the view that there was a need to increase the requirement figure to align with the evidence before them. Ultimately, the NLP documents are technical evidence-based reports that are not intended as policy documents. RVBC was required to make a decision on a suitable level of housing to be provided in the Borough based on the evidence before it, balancing the social, economic and environmental dimensions to sustainable development in line with NPPF.

The council considered the implications of the revised evidence and sought to apply an approach that had regard to deliverability, impact upon neighbouring authorities and their aspirations for regeneration together with the objective of promoting sustainability through the claw back of the indigenous workforce as part of the council's strategy.

These factors were considered in establishing the appropriate housing requirement for the area with the council's position set out and discussed in its committee report considered by the Planning and Development Committee on the 6th August 2013(see Post 6.2).

b. What evidence has led to the 5,000 figure being proposed? Is this a reliable source of evidence?

Council's Response:

The 5,000 figure is evidenced by the NLP Housing Requirement HEaDROOM Report (July 2011) and the subsequent update in May 2013. NLP has a strong track record of undertaking housing needs assessments and their approach has been used by both Local Authorities and developers in over 100 locations to support Local Plan housing numbers, planning applications and appeals. NLP also provided part of the housing evidence base underpinning the North West Regional Strategy [NWRS], and developed the methodology for calculating the likely demand and need for housing in the region and its spatial distribution by LPA for the period 2003-2021¹.

The modelling work and approach undertaken by NLP on behalf of RVBC is consistent with their approach taken elsewhere and has been tried and tested at examination and appeal. It incorporates industry-standard 'PopGroup' demographic modelling software, which is widely used by over 90 LA and private sector bodies, and draws upon relevant ONS and CLG demographic assumptions.

In this regard, the recently published Inspector's conclusions on the Stage 1 Matters

¹ NLP (August 2005): North West Household Growth Estimates Study

of the Examination of the South Worcestershire Development Plan (30th October 2013) criticised the Council's approach to assessing housing need and instead supported NLP's alternative PopGroup methodology submitted to the Examination. In particular, the Inspector agreed with the following modelling assumptions employed by NLP, stating that these were 'sophisticated and realistic' [§36]:

"The demographic stage of that analysis should be carried out using the latest available official population projections, combined with NLP's "index" approach to translate those projections into future household numbers. The "index" approach uses Household Representation Rates [HRR] drawn from the 2011-based household projections for the period 2011-2021, and an index of HRR drawn from the 2008-based household projections for the rest of the Plan period."[§44]

"I would endorse, in principle, NLP's assumptions about both future falls in local unemployment rates and increases in economic activity among older age-groups in the period to 2020."[§46]

"The inclusion of an assessment of job-related in-migration is particularly necessary in South Worcestershire in view of the well-documented relative ageing of the population over the Plan period."[§42]

As noted in response to Question 3.1a, NLP undertook a demographic modelling exercise for Ribble Valley Borough, based upon a range of housing, economic and demographic factors, trends and forecasts, applying similar assumptions as per the South Worcestershire modelling work described above. The modelling exercise involved the use of a variety of forecasting techniques and analysis to avoid any over-reliance on 'predict and provide'. The May 2013 Update (*Post 5.8*) also modelled a range of housing scenarios, incorporating recent demographic trends, the 2011-based (interim) SNPP and equivalent CLG household projections and the ELR economic growth targets as set out in other elements of RVBC's Local Plan evidence base.

The new scenarios were as follows:

- **PopGroup Baseline Scenario** – A demographic-led scenario modelled on the ONS 2011-based SNPP for fertility, mortality and migration rates and utilising the 2011-based (interim) household projections. This indicated a requirement of 221 dpa. This figure is almost identical to the previous Baseline scenario, as similar long term assumptions have been applied to household formation;
- **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. This indicated a requirement of 214 dpa;
- **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. This suggested a requirement of 185 dpa;
- **ELR 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 +1,600 new jobs over the period 2012-28. This indicated a requirement of 280 dpa.

The OAN was therefore defined on the basis of modelling a variety of demand-side demographic, economic and housing projections, with NLP interpreting the scenarios and their underlying assumptions in order to identify a narrower range of projections that represented objectively assessed needs. As recognised in the draft National Planning Practice Guidance [NPPG], estimating future need for housing is not an exact science, and no single approach will provide a definitive answer. An element of judgement is necessary, based on reasonable assumptions.

When determining the most appropriate local housing target, the economic scenario outputs are just one of many and need to be considered against all the other scenarios, particularly the demographic scenario outputs, to avoid any inconsistency with forecast changes in the local housing market population. The scenarios also need to be balanced alongside what is reasonable and is likely to happen in the future, and align with other elements of the Council's evidence base.

It was considered that the refined housing requirement range for Ribble Valley should be increased from the previous lower base, to 220-250 dpa. This would sit towards the top end of the range of all modelled scenarios (161-280 dpa, excluding the unrealistic zero migration and superseded economic scenarios) and therefore allow the Council to take a robust line in relation to NPPF's requirement to 'boost significantly' the supply of housing land.

This would, at a minimum, meet need and demand arising from future projected demographic change within the Borough. It would support an appropriate and realisable level of economic growth, and would also be sufficient to deliver a substantial amount of affordable housing in line with identified local needs (potentially at a level more than double the average amount that has been achieved over the past five years).

A lower housing requirement for the Borough than the 220 dpa lower end of the range (as suggested by the previous 4,000 requirement figure) would potentially lead to a loss of economically active residents and would not accord with the Government's clear commitment to securing economic growth in order to create jobs and prosperity (para 18 NPPF). It should be noted that 'over-provision' against a demographically modelled estimate of need is not considered by NPPF to be wrong in itself. Such an approach effectively deals with the 'market signals' element within NPPF.

NLP considered that the top end of the range, 250 dpa, would meet the majority of national policy objectives based on NPPF and specifically, objectively assessed demographic needs and the majority of economic needs. This represents a level that is reasonable and achievable.

NLP clarified however, that even at the level of 250 dpa, for RVBC's ELR aspirations to be achieved, a proportion of the new jobs created would either have to be filled by in-commuters, reflecting the location of major employment zones in the west of the borough close to the boundary with Preston or by 'clawing back' Ribble Valley residents who currently commute out to places such as Preston. Alternatively, an

agreement would need to be reached with adjoining Boroughs under the 'duty to co-operate' to meet some of Ribble Valley's unmet needs within their boundaries.

NLP subsequently concluded that further evidence would need to be provided by RVBC on how far these may be practically implemented in the context of the Borough's economic aspirations.

In particular, if the Council were to pursue a figure significantly lower than 280 dpa whilst also planning for annual job growth of 100 per annum to 2028 despite an ageing population, it would need to explain how it would mitigate or avoid the adverse housing, economic and other outcomes that a lower-growth approach would give rise to. It would also need to evidence how the adverse impacts of meeting housing needs, would '*significantly and demonstrably outweigh the benefits*' [NPPF, para14] as well as make provision, through the duty-to-cooperate, for those needs to be met in full elsewhere within the housing market area.

Information on the council's approach to the housing requirement is contained in section 6 of the report to Planning and Development committee, 6th August 2013 (see Post 6.2)

In addition, the revised housing figure (and the proposed Main Modifications (see post 5.20) was assessed by Hyder Consulting within the SA Addendum report (August 2013, Post 5.16). The result of the appraisal can be seen at para 3.3.2, page 11. This process ensured that the social, environmental and economic impacts of an increased housing figure had been adequately assessed through the process.

c. What regard has been had to the Government's household interim projections for 2011 to 2021?

Council's Response:

NLP's 2013 Housing Requirement Update (Post 5.8) undertook new modelling work, which incorporated data from the (interim) CLG 2011-based household projections. These represent the most up-to-date indication of household change currently available at a national, regional and local level, and supersede the 2008-based household projections.

It is important to note that there are a variety of limitations with the projections, not least the fact that these are demographic and trend-based only. They do not take into account any policy changes that may affect actual household formation in future.

The most obvious statistical shortcoming is that the projections only span a 10-year period, which presents difficulties for LPAs looking to plan for a minimum of 15 years into the future. Furthermore, although Census 2011 data was used where possible, where data was not available (for example, household representative rates by age and marital status) information was used from the Labour Force Survey data or from previous projections instead.

The extent to which the associated trends in household formation will continue over the longer term is unclear. In their Quality Report accompanying the new household

projections, CLG cautions against simply rolling forward the household growth projected for 2011 to 2021 over the longer term beyond 2021.

Past trends in overall household formation in Ribble Valley show a trend towards higher rates of formation and smaller household sizes up until 2001, with more recent trends indicating a relatively static formation rate. Post 2011, the downward trend carried forward in the latest 2011-based projections is less pronounced than the 2008-based projections suggested, which are more reflective of long term trends.

Recent household formation rates between 2001 and 2011 are likely to reflect recent constraints on housing availability and affordability (both through supply-side factors such as reduced house building and demand-side factors such as mortgage availability and household incomes, both associated with the recession). This will have placed constraints on new households forming in the same manner as observed in previous trends, potentially leading to higher rates of concealed households, higher rates of household sharing and factors such as young adults staying at their parental home for much longer than has been seen historically.

In Ribble Valley the 2011-based projections continue to project an increasing household formation rate for Ribble Valley and a continuing decrease in household size, albeit at a relatively slower rate than projected in the previous 2008-based household projections, suggesting the Borough has experienced some impact from supply and demand-side factors.

Given long term trends, and the way the recession has impacted upon household formation, it is anticipated that formation rates will begin to increase again in the future reflecting change in line with long term trends. Over a longer period to 2028 it is considered likely that household formation will begin to accelerate, particularly as the wider economy returns to growth, peoples' circumstances improve, household incomes increase and there is better access to mortgage finance. Such factors will improve peoples' confidence and their ability to form a new household.

NLP considers that as the market recovers the suppressed demand resulting from the recessionary constraints on household formation will simply be unlocked. In particular, this will include people in the 25-44 age bracket (and in many cases seeking to start families) being able to get on the housing ladder and form new households.

On the above basis, and to inform the (updated) Baseline projection scenario, NLP assumed that beyond 2021, the rate of change in household formation for Ribble Valley will again move in line with the rate of change assumed for that period within the 2008- based household projection. This essentially indexes post-2021 change to the 2008 projections on the assumption that household formation will increase in line with long term trends. This is considered reasonable in that it does not perpetuate recession-based trends of suppressed household formation beyond 2021, whilst still being more conservative than some evidence may suggest.

The indexed projection beyond 2021 therefore applies the rate of annual change in household formation from the 2008-based household projections, to reflect such long term trends and in the absence of other long-term projections of household formation.

This approach has been found sound by Inspectors in a number of recent EiPs including Lichfield and South Worcestershire.

3.2 Key Statement H1 says that the overall housing requirement will be subject to a formal review within five years of the Plan's adoption. What is meant by 'formal review'?

Council's Response:

The reference to formal review was specifically included at Members' request to ensure that it was clear in the document that there was a commitment by the Council to review the housing requirement in the early stages of the plan's operation. In determining the housing requirement in response to the NLP work of 2011 (*Supp 4.6*) Members were conscious of the concerns raised by many residents that housing requirements were too high and that at that time the 2011 census information was still awaited. There was of course considerable interest and debate at Committee in regard to the issue including concerns that the release that new census or indeed other evidence may indicate a need for a lower housing requirement after the housing position had been assessed. It was considered that by including the reference an element of comfort was introduced to the text for the reader.

As a commitment the reference indicates that the Council will carry out a review of housing requirements within 5 years of the plan's adoption. Whilst this would be normal monitoring practice to review the position, it was agreed to include a commitment to ensure there was sufficient recognition of the need to carry out a review. Given that the Council has recently reflected its housing evidence using the most up to date information available (*see post 5.8*), the anticipation is that any review would be undertaken towards the end of the five-year period after adoption. At present the nature of the review is not prescribed. The Council would look at its ongoing housing monitoring information and the data of available information and would in the first instance consider the extent, need and scope of review that was necessary taking a report formally through the Council's Committee system to enable Members to consider the position at the relevant time.

3.3 The overall level of new housing delivery appears heavily reliant on the strategic housing site at Standen.

a. For the avoidance of doubt, is it the intention to allocate the Standen Site on a Policies Map through the Core Strategy? If not, why not?

Council's Response:

Yes. The strategic site at Standen is the only specific allocation proposed in the Core Strategy. The strategic site would be shown on the Proposals Map. The Council has published the changes that would arise as a result of this proposed allocation and the detail changes that would arise are set out in *Sub 1.8*, - Submissions proposals map if adoption of plan would result in changes.

This would be shown on a policies map. The supporting document *reference sub1.8*.

b. Is placing such reliance on one site an appropriate approach? What certainty is there that the Standen site is deliverable and will be delivered

in the plan period?

Council's Response:

It was recognised by the Council informing its plan options that with the level of housing anticipated and the relatively constrained character of the borough (in broad terms shaped by the extent of the AONB, designated green belt and the principle strategic transport corridors form by the Clitheroe/Manchester rail line and A59 corridor), that it was likely that a strategic site to help focus growth was an option for delivering the level of growth anticipated particular in relation to housing. The use of a strategic site would allow a focus for co-ordinated delivery of necessary infrastructure and associated works, together with the opportunity to introduce elements of design and landscaping of sufficient scale to help mitigate the impacts of any development within the local area.

Government guidance supports the consideration of the use of growth points and urban extensions as a means of planning for growth and this, albeit in a Ribble Valley context was the basis for looking to the opportunity for a strategic site approach. In recognising this need to deliver development through a strategic site and that this was to be a core part of the Council's strategy, the option was developed and its significance recognised through the Core Strategy. Options for strategic growth were developed through consultations and sustainability appraisal process with Standen being taken forward as the preferred option. The strategic site consequently has a key role in delivering a substantial part of planned growth housing growth for the borough, at some 20% however planned growth of the main settlements of Clitheroe, Longridge, Whalley and a wider distribution across other settlements envisaged by the strategy (all relative to the scale and opportunities presented) will account for the greatest proportion of housing delivery in the borough. The strategic site is an important element however the strategy is not wholly reliant on it.

The site has been the subject of a planning application that the Council has resolved to approve subject to departure procedures and the completion of an associated Legal Agreement. There is a willing single landowner that has committed significant investment in taking forward the application and through which process issues around infrastructure, education, highways, landscaping, principles and such like have been considered at length. The application was supported by a range of supporting documents to provide evidence on delivery of these aspects, together with a full Environmental Impact Assessment in support of the application. The site is deliverable and is anticipated by the Council to be capable of delivering in the plan period. Further information relating to delivery provided by the applicants agent is set out in appendix 1 to this statement. The council has also included in its housing trajectory the delivery implications arising from the anticipated development at Standen in relation to the housing requirements.

- c. What infrastructure is necessary to deliver the Standen site? What assurances are there that the necessary infrastructure will be delivered when it is needed?**

Council's Response:

The Standen site will require significant highway infrastructure to be delivered including ancillary works on the local highway network but also requires a new

roundabout junction at the Pendle Road/A59 junction. Education provision will be required and land is included for a school with an anticipated developer contribution secured through appropriate agreement as supported by existing Core Strategy policies. Provision for gas, water and water treatment will need to be established and as yet there have been no indications from utility providers that this cannot be achieved. All the utilities have been involved in the production of the Core Strategy and the infrastructure plan (*see Supp 6.4*). Infrastructure requirements were also addressed within the planning application details of which are in the Council's detailed Committee report (*reference Post 7.13*).

d. Taking account of the infrastructure and other requirements, is the Standen site financially viable? What evidence is there in this respect?

Council's Response:

The site is considered viable. Evidence included at Appendix 1 to this statement is provided in support of this.

e. Given the need for infrastructure delivery, should phasing of the Standen site be included in the Core Strategy?

Council's Response:

The Core Strategy establishes the principles of the allocation of the site at the strategic level with the detail policy requirements to be established by way of the further DPD, development brief/ SPD and the development management process. The current planning application provides significant information in relation to progressing the site and helps establish the implications of infrastructure requirements. Taking account of the assumptions set out under matter 3.3b above, it would be appropriate to recognise phasing implications, however this is best addressed in the Council's view and as the Core Strategy anticipates through associated policy. Given the time that has elapsed from the start of the plan period it would be appropriate to consider the implications of the delivery of infrastructure on housing as this has a clear implication for the manner in which the housing distribution is actually set out in *Appendix 2 of the Core Strategy (post 5.14)*. The impact on delivery has been taken into account in the trajectory and would be considered when establishing the Council's five-year housing land position.

The Council has recognised that there are phasing considerations (which the current policy statements refer to) it is held to be an appropriate flexible and NPPF compliant approach that allows the Core Strategy to establish the fundamental principles and that the details are then set out in subsequent DPD's and policy documents as intended, enabling the Council greater flexibility in the application in use of the intended Core Strategy to meet development needs for the borough.

f. Aside from housing, what other uses are anticipated on the Standen site?

Council's Response:

The strategic site is proposed as a mixed-use site to include a range of uses including housing (with affordable housing), employment, community uses and local

retail service provision, open space and recreational uses. These are set out in the Core Strategy at Section 9 dealing with the strategic site reflecting the core principles of the Development Strategy of the plan to focus development amongst other things towards an identified strategic site located to the south of Clitheroe towards the A59. This forms a key part of the strategy for meeting development needs in the borough and provides for sustainable development. The strategic site is established in principle through the Core Strategy.

The policy statement set out in *Section 9 of the strategy (post 5.14)* highlights that the Core Strategy makes it clear that the Core Strategy is seeking to identify the site in principle at a level appropriate to that of a Core Strategy. The precise mix of uses, form of development and the extent of areas to be developed, together with infrastructure requirements and potential phasing will be determined in more detail in subsequent development plan documents as appropriate, supplementary planning documents (e.g. a specific development brief or Masterplan) and through the wider development management process.

A planning application has been made for the strategic site, which includes a Masterplan and wider detail on the form of development and likely mix of uses. This application has been considered by members who have resolved to approve the application subject to referral to the secretary of state under the departure procedures and the completion of a legal agreement.

3.4 The table at paragraph 4.11 indicates the number of new homes for each of the three principal settlements on an individual basis, and gives a figure for the ‘other settlements’ combined.

a. Is this the spatial distribution of housing sought by the Plan?

Council’s Response:

The table at paragraph 4.11 sets out the residual number of dwellings for the three principal settlements of Clitheroe, Longridge and Whalley; other settlements; and the strategic site at Standen. It reflects the spatial distribution of housing as set out at Key Statement DS1 whereby the majority of new housing development is concentrated within the strategic site south of Clitheroe (Standen) and the principle settlements of Clitheroe, Longridge and Whalley. In addition a proportion of new housing is allocated to 32 other defined settlements in the Borough listed at Key Statement DS1 which are:

Barrow	Downham	Mellor Brook	Sawley
Billington	Dunsop Bridge	Newton	Slaidburn
Bolton by Bowland	Gisburn	Osbaldeston	Tosside
Brockhall	Grindleton	Pendleton	Waddington
Calderstones	Holden	Read & Simonstone	West Bradford
Chatburn	Hurst Green	Ribchester	Wilpshire
Chipping	Langho	Rimington	Wiswell
Copster Green	Mellor	Sabden	Worston

No allowance is made for the contribution of settlements beyond those mentioned above in meeting the overall requirement as this is not envisaged on a significant scale and will only be allowed where it meets the criteria set out in DS1.

The calculation of how the overall housing requirement is distributed spatially to the settlements is illustrated at Appendix 2 of the submitted Core Strategy. In particular the table at 15.2 shows how the overall figure of 5000 is apportioned to the

settlements and takes account of completions, commitments and various adjustments (discussed under 3.4c below) and shows the resultant residual figures which correspond with those at the table at paragraph 4.11.

b. If so, should the Plan be more robust in explaining that this is a proactive strategy and give an unambiguous commitment to delivering this distribution?

Council's Response:

The Council considers that its strategy for delivery of housing is set out clearly in the plan. Key Statement DS1 sets out the overall development strategy, which is set out in relation to spatial distribution of housing at 3.4a above. This seeks to identify specific amounts of housing to be directed to the relevant spatial areas. In addition the plan identifies at Section 9 the strategic mixed use site at Standen which will be a main component of housing delivery. Key Statement H1: Housing Provision, commits to making available the land to deliver 5000 new dwellings over the plan period, with an annual average completion target of 250 dwellings per year). This will be undertaken in accordance with the spatial strategy of DS1. It is envisaged that, in addition to Standen and sites currently with planning permission/under construction, further sites to meet the housing requirement will be allocated through the Housing and Economic DPD (see paragraph 6.4 of submitted plan) to meet the overall dwelling requirement in the plan period.

The Council considers that the Core Strategy provides a positive strategy for steering the spatial distribution and quantum of housing at DS1, H1 and through the identification of the strategic site at Standen and that the Housing and Economic DPD will be a key tool in delivering it.

c. How has the proportional split between the settlements been arrived at? What justifies this distribution?

Council's Response:

The proportional split of housing between the settlements reflects the development strategy within the Core Strategy. This Preferred Option which itself is a hybrid based on two options considered at earlier stages in the plan making process, is the result of consideration of options, public consultation responses and Sustainability Appraisal (SA). This is explained in further detail in *Post 7.4, Core Strategy Topic Paper-Discussion on the Approach to the Preferred Option –November 2011*. The approach places the majority of housing in the three principle settlements of Clitheroe, Longridge and Whalley; at a strategic site at Standen; and some development in (32) "other settlements" in the Borough.

The calculation of how the overall housing requirement is distributed spatially to the settlements is set out at Appendix two of the submitted Core Strategy.

The apportionment to "other settlements" derived originally from the Preferred Option work, which placed 20% of the total housing requirement in these settlements. This was when the overall dwelling requirement reflected the RSS requirement of 161 dwellings per year and amounted to an average of 20 dwellings per settlement. It has been since updated to take account of increases in the overall dwelling requirement (200 and then 250 per year) and consideration of commitments/ completions to date in the plan period. Most recently at 31st September 2013 960 dwellings were

completed/committed in these settlements (see *Housing Land Availability Schedule October 2013, Post 7.2*). Therefore if 20% was pursued this proportion would already be met at a relatively early stage in the plan period. On a similar basis and to facilitate some development in these settlements through the plan period, an average figure of 35 dwellings per settlement was selected in relation to an overall requirement of 4000 (200 dwellings per annum). The subsequent uplift in the housing requirement to 5000 (250 dwelling per annum) has been applied proportionally to 35 to rise to 45 dwellings. Therefore the spatial distribution provides for 1440 dwellings in the 32 named settlements listed in response to 3.4a above (referred to at *para. 15.2 of Appendix 2 of the Post 5.14* as “other settlements”). This amounts to an *average* of 45 dwellings per settlement although actual provision will be made through the Housing and Economic DPD allocations process. It does not follow that 45 must be developed in each settlement. Paragraph 4.11 of the Core Strategy (*Post 5.14*) states (as a result of Proposed Main Change 03 - see *Post 5.9*) that “some settlements will accommodate more, whilst others due to their recognised constraints may accommodate less. The Council will use the Core Strategy framework to set out the patterns and scale of growth through the Housing and Economic DPD.”

The remaining 3560 dwellings are distributed initially in relation to the population of each of the three main settlements as a proportion of the total population of the three settlements. As set out in Appendix 2 of the Core Strategy (*Post 5.14*) this amounts to 58% for Clitheroe (2065 units), 29% for Longridge (1032 units) and 13% for Whalley (463 units). Two further adjustments are made to these figures. Firstly the strategic site at Standen due to its close proximity to Clitheroe has been considered when calculating the distribution of housing numbers for Clitheroe (see *paragraph 4.10 of the Core Strategy, Post 5.14*). Therefore 1040 is subtracted from the Clitheroe requirement and attributed to Standen specifically. Secondly, in relation to Longridge, allowance is made for 200 dwellings which it is anticipated will be developed within Preston City Council (the settlement is largely within Ribble Valley but adjacent to the boundary with Preston City Council). These 200 dwellings are deducted from the allowance for Longridge (not from the total requirement for the Borough) and re-apportioned to the “other settlements”.

d. What is the justification for the ‘Longridge adjustment’? Is the proposed reapportionment across the ‘other settlements’ (excluding Clitheroe and Whalley) the most appropriate course?

Council’s Response:

The basis for the Longridge adjustment is explained at 3.4d above. It is considered that the reapportionment across the other settlements is the most appropriate course. This approach spreads the additional 200 units and does not unfairly burden one settlement with these additional units. It also ensures that the population distribution approach for the key service centres is still adhered to.

e. Should the Plan be more specific about the number of new houses anticipated at each of the ‘other settlements’? Is it sufficiently clear to properly steer and direct the allocation of land through the Housing and Economic DPD?

Council’s Response:

The number of houses anticipated at each of the 32 “other settlements” is an average of 45. This is made clear with the text added to paragraph 4.11 of the submitted plan (*Post 5.14*) as a result of Proposed Main Change 03 (*Post 5.9*). The framework which

will guide this is set out clearly in DS1 whereby, the scale of planned housing growth will be managed in relation to criteria such as population size, the availability of, or the opportunity to provide facilities to serve the development and the extent to which development can be accommodated within the local area. In addition policy DMG1 sets criteria for development proposals in defined settlements, which will impact on the amount and scale of development, which will be permitted. Other policies in the Core Strategy provide the basis for managing the balance of development and environmental protection.

The Council considers that this is sufficiently clear to properly steer and direct the allocation of land in the 32 other settlements through the Housing and Economic DPD.

Completions and commitments in “Other Settlements” since the commencement of the plan period have amounted to 960 dwellings. Given an overall requirement of 1440 dwellings in the overall plan period and the “Longridge adjustment”, there is an outstanding requirement for 680 dwellings in “other settlements” in the remaining plan period (see Housing Land Availability Schedule October 2013 Post 7.2).

Whilst the SHLAA does not allocate land for development, it does give an indication of whether there is potential available housing land within the borough. The SHLAA Update (Post 5.18) shows at figure 6 that there is potential for 4,789 dwellings in the other settlements in the combined 0-15 year timeframe. This is a clear indication that there is a significant amount of potential developable housing land available in the other settlements to meet the residual Core Strategy requirement although further work will be undertaken at allocations stage to determine the specific site locations for this development.

f. Which ‘other settlements’ are referred to? Have their relative sustainability credentials been taken into account?

Council’s Response:

The 32 other settlements are named in Key Statement DS1 (Development Strategy) as a result of Main Change 02 (Post 5.9) and are referred to at the response to 3.4a above.

The Settlement Hierarchy was adopted in December (Supp 4.9 and referred to at 2.32 of the submitted plan) has been a key evidence document in deciding which rural settlements should be the focus of new development as a part of ensuring that any such development is socially, environmentally and economically sustainable.

It is stated in *section 1 (Introduction), page 5, of the Settlement Hierarchy (Supp 4.9)* that the settlement hierarchy has been produced to help make informed and rational decisions about the most appropriate and sustainable location of future development. *Table 1 (Summary table), page 4, of the Settlement Hierarchy (Supp 4.9)* illustrates the facilities considered in the assessment, with more detailed information included in *appendix 2, page 16 of the Settlement Hierarchy (Supp 4.9)*. The information contained in this document illustrates that the sustainability credentials of the ‘other settlements’ have been considered.

In addition, the SHLAA (*supp 4.10 (2009)*) and (*post 5.18 (2013 update)*) also assesses the settlements where sites are proposed from a sustainability perspective. One of the suitability criteria that the SHLAA uses relates to whether a site would lead to the ‘creation of sustainable/mixed communities’ (*see para 8.16, page 21 of SHLAA*

Update, post 5.18). Whilst the SHLAA does not allocate land for development, it does provide an indication of whether there is a sufficient supply of available housing land to deliver the identified level of required growth in the short, medium and long term based upon a set of assessment criteria of which sustainability credentials are one.

The CS Development Strategy is a hybrid of options B and D. The detail of this hybrid approach is set out in *chapter 3, page 3 of the Core Strategy Topic Paper- Discussion on the Approach to the Preferred Option, post 7.4*. The option B element sees development distributed primarily according to population distribution in the KSC and 20% in the other settlements, reflecting the calls for an equitable and fair distribution of development raised during the consultation at the Regulation 25 stage of production as set out in the *Summary of Representation received at Alternative Options Stage (Reg 25) October 2011, Post 7.5*. The Option D element, which proposes a strategic site at Standen, was reduced in size by a third to reflect the concerns relating to the size of the site.

3.5 Is there a supply of specific deliverable sites sufficient to provide five years' worth of housing, with an additional buffer of 5% moved forward from later in the plan period to provide choice?

Council's Response:

The most recent Housing Land Availability survey was undertaken as at 30th September 2013 (*see post 7.2, Housing Land Availability Schedule October 2013*). It shows that land was available with planning permission for 1927 dwellings. These included sites with outline or full permission and sites that had not commenced or were under construction. In addition there were several sites where the Council had resolved to grant planning permission subject to the completion of a Section 106 Agreement. These amounted to a further 365 dwellings (although since that date section 106 Agreements have been completed in relation to 278 dwellings).

Adjustments are made in respect of certain sites, which are considered to be undeliverable, in whole or part, in the five-year period (as detailed in the Housing Land Availability Schedule October 2013). This gives an adjusted supply position of 1930 dwellings at 30 September 2013.

The Council also utilises the Sedgefield method for calculating its housing land requirement, whereby any shortfall is made up within the first five years. Taking a requirement of 250 dwellings per year, a Sedgefield approach to under-supply; and a five year buffer, the requirement would be:

	<u>No. of dwellings</u>
A Annual requirement	250
B Five year requirement (A×5)	1250
C 5% buffer	63
D Shortfall ¹	725
E Total five year requirement (B+C+D)	2038
F Annual requirement (E÷5)	408

¹ see 3.6 below (calculated as: $[5\frac{1}{2} \times 250] - 650 = 725$)

The five year supply position based on the 5% buffer would be:

1930÷408=4.73 years supply.

The calculation above only includes sites with planning permission or a resolution to grant permission and on that basis there were not, at 30th September 2013, a supply of specific deliverable sites sufficient to provide five years' worth of housing, with an additional buffer of 5% moved forward from later in the plan.

However the SHLAA shows that there is further potential for a significant level of housing development (59 years of supply based upon an annual requirement of 250 units per year). These sites have been assessed in accordance with the adopted SHLAA methodology and whilst individual sites have yet to be considered through the planning application process or the Housing and Economic DPD, none-the-less in terms of overall quantum, the Council considers that it would be able to deliver its housing requirement in the plan period.

Since the most recent Housing Land Availability Schedule in October 2013 (*post 7.2*) survey the Council has resolved to grant planning permission for a further 140 dwellings at Henthorn Road (3/2013/0711) and a Section 106 agreement is currently being negotiated. Outline Permission has also been granted for the Standen strategic site for a mixed development including 1040 dwellings.

In addition there are several appeals outstanding in relation to large residential developments:

Land South West of Barrow, West of Whalley Road, Barrow Ref: 3/2012/0630 (outline) for 504 dwellings (of which 151 are affordable)

Land South West of Barrow and West of Whalley Road Barrow (this site forms part of the larger one above) Ref: 3/2013/0099 (outline) for 190 dwellings (of which 57 are affordable)

Land off Waddington Road Clitheroe Ref: 3/2012/0913 (outline) for 345 dwellings Includes 345 dwellings (of which it is estimated that 104 are affordable)

3.6 In the light of paragraph 47 of the NPPF, should the buffer be 20%? Are there sufficient deliverable sites to provide a 20% buffer?

Council's Response:

Completion rates over recent years have been below the relevant strategic requirements. The following table shows that 650 dwellings have been completed since the beginning of the plan period (April 2008) and 30th September 2013:

Construction period	No. of dwellings completed
1 st April 2008 - 31 st March 2009	75
1 st April 2009 - 31 st March 2010	89
1 st April 2010 - 31 st March 2011	69
1 st April 2011 - 31 st March 2012	147
1 st April 2012 - 31 st March 2013	172
1 st April 2013 - 30 th September 2013 ¹	98
TOTAL (5½ year period)	650

¹ amounting to a six month period

The average annual completion rate based on the above is about 118 dwelling per annum. This is below the Core Strategy requirement of 250 dwelling per year, amounting to an overall shortfall of 725 dwellings (annual equivalent of approx. 132 dwellings per year).

It was agreed to include the requirement of 250 dwellings per year (5000 over the 20 year plan period) as recently as August 2013 following the Housing Requirements Update (Post 5.8). This was the subject of a proposed change, which was consulted on during September - October 2013 (Post 5.9). Prior to this the requirement in the submitted Core Strategy was 200 dwellings per year (see policy H1 of Sub 1.1). This too represented an increase above the requirement of 161 dwellings per year set out in the Regional Spatial Strategy for the North West (Supp 2.3)(now withdrawn).

As a result of this under-supply the Council applies the 20% buffer to its calculation of housing land.

3.7 Is there a supply of specific, developable sites or broad locations for growth for years 6 to 10 of the Plan and beyond?

Council's Response:

The Core Strategy sets out broad locations for development, as set out in *chapter 4 of the plan (Sub 1.1)*. The amount of development within these broad locations is illustrated in *table 15.5 (appendix 2) of Sub 1.1*. Due to the strategic nature of the Core Strategy, specific sites are not allocated at this stage and the overall level of proposed development is not broken down into years of expected delivery. This will be determined within the Housing and Economic Development DPD. Until work on this document progresses it is not possible to provide details of specific developable sites.

However, the Council wishes to draw attention to its work on the SHLAA (and the 2013 SHLAA Update), which assessed potential housing sites for their suitability, availability and achievability to determine an overall level of deliverability. Whilst the SHLAA does not allocate land for development, it does give an indication of whether there is potential available housing land within the borough. The most recent figures, taken from the 2013 SHLAA Update, show that there is the potential for 6,130 dwellings (equating to 165ha of land) that could be developed within years 6-10 and 2,277 dwellings (equating to 58.3ha of land) that could be developed within 11-15 years from the time of the SHLAA being undertaken (based on an average housing requirement of 250 units/year), as shown in the *Executive Summary of the SHLAA adoption report, 2013*. The SHLAA therefore indicates that there is a sufficient supply of available housing land to deliver the identified level of required growth in the medium and long term, right across the Plan period, though further work will be undertaken at allocations stage to determine the specific site locations for this development.

3.8 Is there sufficient land available in the right places to deliver the level and spatial distribution of new homes planned for?

Council's Response:

Whilst the Core Strategy defines the broad locations for development as set out in *chapter 4 of the plan (Sub 1.1)*, specific sites are not allocated at this stage, instead the amount of development within these broad locations is illustrated in *table 15.5 (appendix 2) of Sub 1.1*. Due to the strategic nature of the Core Strategy, specific sites will be identified within the Housing and Economic Development DPD.

However, the Council wishes to draw attention to its work on the SHLAA (and the

2013 SHLAA Update), which assessed potential housing sites for their suitability, availability and achievability to determine an overall level of deliverability to determine when land might come forward for development within the next 15 years. As set out in the *Executive Summary of the SHLAA adoption report, 2013*, this 15-year time frame was split into three categories in terms of 0-5 years, 6-10 years and 11-15 years of supply (from the time the SHLAA was undertaken). The SHLAA identified 160ha of land in the 5-year supply. This equates to 6,294 dwellings.

The SHLAA also indicated that there is the potential for 6,130 dwellings (equating to 165ha of land) that could be developed within years 6-10 and 2,277 dwellings (equating to 58.3ha of land) that could be developed within 11-15 years from the time of the SHLAA being undertaken.

The SHLAA therefore shows that based on the current adopted annual housing figure (of 250 dwellings per year), there is approximately 59 years supply of residential land available in the borough that is deliverable and developable over the 15-year period. 43% of this (which is equivalent to 25 years supply of potential housing land) is deliverable and is therefore included within the 5-year land supply.

Whilst the SHLAA does not allocate sites, it does highlight that there is a significant amount of potential housing land in the borough. As shown in *figure 5 and figure 6 of the 2013 SHLAA update*, there is more than sufficient land identified by the SHLAA to deliver the level of housing as set out in the proposed Development Strategy.

3.9 What reliance, if any, is placed on windfall sites in the housing land supply?

Council's Response:

No reliance is placed on windfall sites as part of the Plan. The Council considers that there will be sufficient land available for development through the Housing and Economic Development DPD process, as the LDF evidence base has highlighted. This is primarily demonstrated through the findings of the SHLAA, which as the *final paragraph of the Executive Summary of the SHLAA adoption report 2013* states, there is no need to identify broad locations for future housing growth or windfall sites for the SHLAA due to the level of deliverable housing land identified.

3.10 What approach does the Plan take to housing density? How does this reflect local circumstances?

Council's Response:

The Council does not consider that a general density figure can be set out in the Core Strategy, as the characteristics of the borough are widely varying as demonstrated in *para 2.2 of Post 5.14*. The borough ranges from dense Key Service Centres through to isolated low populated villages and hamlets and therefore the Council consider that an average density would not be appropriate across the whole borough. It is therefore considered that defining densities for locations across the borough is best undertaken within the Housing and Economic Development DPD where specific sites will be identified and the existing surrounding development can be considered to reflect local circumstances, as required by *NPPF (para 47, page 12)*.

However, the Council wishes to draw attention to the SHLAA (and 2013 SHLAA Update), which sets a general density for the purposes of assessing sites in line with the adopted SHLAA methodology, of 40 dwellings per hectare in the Key Service

Centres (KSC) and 35 dwellings per hectare in the other settlements. The apportionment of varying densities within the KSCs and the other settlements aimed to reflect the differing characteristics, but on a general scale. This approach was also used in the Core Strategy Viability Study where careful consideration was given to ensure the modelling was reflective of the realities of development in the current market. The specific assumptions are set out in *Table 8.3 of Post 5.10* and the modelling reflects the requirements of policies DMG1 and DMB4 of the Core Strategy (*Post 5.14*).

It is considered that this is a suitable approach for an evidence base document but that further, more locally specific work which considers surrounding existing development, is required at allocations stage before local densities can be determined.

3.11 What proportion of new housing planned for is expected to be on previously developed land? How does the Plan encourage the use of brownfield land?

Council's Response:

The Council recognises the importance of promoting the development of brownfield sites where possible and appropriate. It is clear however that the borough is characterised by a high proportion of greenfield land as is illustrated by the urban-rural classification information presented at *para 2.4 of Sub 1.1*. With this in mind, in order to meet the evidenced housing requirement in the borough, a degree of development on greenfield land will be inevitable and necessary. The Plan does make clear however that high quality environments and biodiversity in the borough will be respected and protected as set out at *para. 3.11 of Sub1.1*.

Whilst development of greenfield land will be necessary, the Core Strategy is intended to be read in conjunction with the NPPF (though not intended to repeat it) and *bullet point 8 of the Core Principles set out at para 17 of NPPF*, encourages the use of land that has been previously developed. In addition, the Council considers that the specific proportion of new planned housing expected on brownfield land can only be determined in the Housing and Economic Development DPD where specific sites will be identified and allocated. It is through this process that specific brownfield sites can be identified and assessed and where appropriate, allocated for future development. This is shown in the plan at *para 2 and 4 of key Statement DS1 (Chapter 4) of Sub 1.1*.

In addition, whilst the SHLAA does not allocate land for development, it does give an indication of whether there is potential available housing land within the borough. The SHLAA assessment process records if the land is greenfield or brownfield and the information collated as part of the 2013 SHLAA Update shows that 34% of the sites submitted into the assessment (since 2008) are brownfield sites. Whilst this figure appears low, it is reflective of the environmental make up of the borough and the Council considers that the figure is fair given 70% of the borough is within the AONB.

3.12 Should the expected rate of market and affordable housing delivery through the plan period be illustrated by a housing trajectory in the Plan?

Council's Response:

The Council recognises that paragraph 47 of the NPPF requires the Council to

produce a housing trajectory to illustrate the expected rate of housing delivery for market and affordable housing through the plan period. Successive Annual Monitoring Reports (see for example Supp 4.11 page 18) have contained housing trajectories but were based on the strategic requirement set out in the RSS, which has now been revoked.

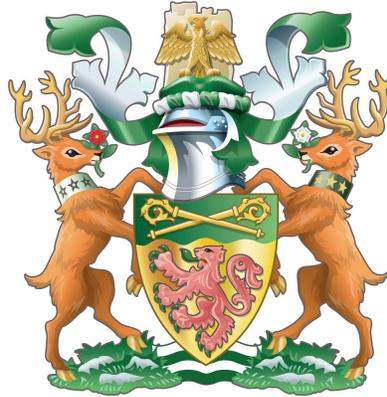
The monitoring report for the period 1st April 2012-31st March 2013 is available (Post 7.1).

A trajectory has being prepared and is included as *Appendix 2 to Matter 3*.

End.

RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



**Ribble Valley
Borough Council**

www.ribblevalley.gov.uk

**APPENDIX ONE TO MATTER 3
STANDEN SUPPORTING INFORMATION**

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY



Note

Client:	The Trustees of the Standen Estate
Job Number:	1670
Subject:	Examination of the Ribble Valley Core Strategy – Development Plan Document Standen Strategic Site
Date:	18.12.2013

A Note for Ribble Valley Borough Council

1. Introduction

- 1.1 We act for The Trustees of the Standen Estate. We have done so since Autumn 2009.
- 1.2 An area of land all within the Standen Estate, is identified in the Core Strategy (CS) as a 'Strategic Site' hereinafter referred to as the 'SSS'. A specific section of the CS is devoted to the subject (pages 79-81).
- 1.3 The particular proposal indicates that the land will be developed comprehensively as a mixed site to meet a 'significant proportion' of the Council's housing requirement in the plan period. The range of uses will include housing (including affordable), employment, community uses, local retail and service provision to serve the site, open space and recreational uses.
- 1.4 The narrative (page 80) correctly states that there are no significant barriers to the development. It also indicates that it is deliverable within the plan period (ie by 2028 or [effectively] by 15 years in the future). In addition, it envisages that it



would be phased to enable infrastructure enhancements to be co-ordinated and delivered.

- 1.5 Following the completion of an EIA, an outline planning application supported by an ES was lodged with the Council in October 2012.
- 1.6 In parallel with that and since, extensive discussions have taken place between the Trustees' multi-disciplinary professional team and various infrastructure providers and regulators including statutory undertakers. Notable amongst these bodies are United Utilities, The Environment Agency and Lancashire County Council. The ES and other documents submitted in conjunction with the planning application (including a high level drainage strategy) have addressed all of the relevant infrastructure issues and opportunities.
- 1.7 An additional factor worthy of mention in this introduction is that the proposed roundabout junction between Pendle Road and the A59 involves land wholly within the Trustees' control or is already within the public highway. Indeed, the proposals are not 'off site' works but are implicit parts of the proposals and free of any third party constraint. They are included within the red edge boundaries on the plans which form part of the planning application.
- 1.8 The Council considered the outline planning application at the meeting of the Planning Committee which took place on 12 December, 2013. Members voted 10-5 in favour of the officers' recommendation. Subject to the following they are authorised to grant planning permission under delegated powers:-

- a) The referral of the application to the Secretary of State as a departure;



- b) The completion of a legal agreement of planning obligations under Section 106 of the Act;
- c) Conditions (already endorsed in full by the Planning Committee).

1.9 Work has been underway on the proposed obligation for some time and is continuing apace to finalise the wording of the legal agreement which will cover the following subjects:-

- 1) Affordable housing;
- 2) Education;
- 3) Sports facilities (off site);
- 4) Public transport (bus services) and travel planning.

There is agreement between the Trustees and the Council that all of these obligations comply with the requirements of Regulation 122(2) of the Community Infrastructure Levy Regulations 2010.

1.10 It is worth noting here that after very lengthy discussions with the Council and Lancashire County Council – particularly over the past 14 months – there are no matters of contention. The remaining work relates to legal drafting.



1.11 We were requested to produce this paper by the Council to assist its officers in the context of paragraph 3.3 of the Inspector's Schedule¹. In that, the Inspector observes that the overall level of new housing in the CS appears heavily reliant on the SSS. He then poses six questions (3.3 a-f inclusive) about that matter. We have been asked to produce some concise information on deliverability and viability, ie questions b, c and d.

1.12 The questions are put to the Council and not our client but we hope that the information below will be of assistance to the Inspector.

2. The deliverability of the SSS and within the plan period (question b)

2.1 The SSS is in single ownership.

2.2 The owners have indicated an unequivocal intention to facilitate and catalyse its development and have expended considerable resources already, in time and money, to progress the proposal.

2.3 An outline, but EIA, application is intended to be granted planning permission by the Council at the earliest opportunity following referral to the Secretary of State on a technicality. We say technicality as it is only because of a largely obsolete Local Plan and marginally relevant shopping direction – neither current NPPF issues.

¹ Examination of the Ribble Valley Core Strategy Development Plan Document – Schedule of Matters and Issues for the Examination



- 2.4 The landowner has committed hundreds of thousands of pounds in rigorously assessing an appropriate approach to the development of the site. Those assessments of the proposals in chief have been exhaustively examined by the Council in the course of its deliberations on the planning application and in the work it has undertaken on the CS. No evidence has emerged from anyone to indicate that the development of the site is not feasible by 2028.
- 2.5 Within the Trustees' professional team are experienced development surveyors² who have undertaken a development appraisal to inform the Trustees about commercial aspects. Such an appraisal shows whether the development is viable and makes assumptions about the pattern of development over a period of time – taking account of the Council's policies, the proposed planning obligations and costings (as far as can be reasonably produced at the outline stage). This information is private to inform business decisions and has not been requested by the Council in its decision making capacity on the planning application as there was no need to demonstrate that the proposed development is viable or unviable. However, we can report that the appraisal demonstrates that it is viable, adequately profitable and would not prejudice any of the obligations agreed with the Council on the subjects listed above. Even though the appraisals are commercially confidential, the fact that such considerable resources have been and are being spent on progressing the proposal can give others comfort that the scheme is viable.

² Eckersley and Co, Preston



- 2.6 The size of the site and the relative ease with which it could be developed means that it is likely that more than one developer would build contemporaneously. Alternatively, even if one house builder develops the housing element (unlikely though that is) it could build from more than one location consistent with different parts of the site (perhaps as per the 'character areas' shown in the carefully composed Design and Access Statement). Consequently, applying a typical build rate singularly for the whole site is unrealistic. More sensible is assuming a number of builders at the same time and then multiplying an informed typical build rate by (say) 3.
- 2.7 When we originally lodged our client's application (based on discussions we had with volume house builders, their architects and development surveyors) we suggested that the annual completion rate from 3 builders would be 90 (3 x 30). Our view on this 'build rate' remained until June 2013. At that time we wrote in connection with a public inquiry into another site (locally in Barrow) that the build rate would be 90³.
- 2.8 The Inspector will also note that at that time (which assumed a committee decision earlier than December 12th) that a start on the SSS could happen by the middle of 2015. Our clients' advisers' position remains that a start could be made in 2015 albeit now towards the end of the year although the assumptions made are cautious.

³ SAA letter to PINS dated 11.06.2013 ref: SHA/MKG/2305-01/PINS



- 2.9 In another letter in August 2013 (also enclosed) to the Secretary of State⁴ we maintained our position about the likely start date.
- 2.10 However, by September 2013 we had changed our position about likely annual house completion rates. This is because of information from house builders and development surveyors about an upturn in development which is also reflected by a discernible increase in our work load for house builders this year; and on specific schemes. One of our Partners, Steven Abbott, sent an email to the Council on 25 September⁵ (14:02) which is attached.
- 2.11 In that, we suggested that the annual completion rate could be between 30 and 50 per year per builder or up to 150 rather than the 90 per year as originally envisaged (in recessionary times). Assuming a start by 2015 (as we still believe possible) this would mean a completion date year of 2022 and unlikely to be as late as 2027.
- 2.12 The SSS is recognised by many parties involved in development as an exceptionally attractive site commercially. This comment is based on approaches made to our clients over the past 4 years, their own opinion, their other advisers' and our judgement. Whilst it is true that some land has come forward for housing in various locations elsewhere in the area they are arguably less attractive than site given its availability, lack of constraints, closeness to Clitheroe (with its highly attractive historic centre) and significantly the A59. In

⁴ SAA letter to the Secretary of State dated 08.08.2013 ref: SHA/MKG/2333/01/SOS

⁵ SAA email (Steven Abbott) to John Macholc of RVBC dated 25.09.2013



the circumstances we believe that the build rate scenario we put to the Council in September is robust. We note that the Council's officers have not questioned them nor did councillors at Planning Committee last week.

2.13 In conclusion on this question, there are no reasons to doubt the deliverability of the SSS within the plan period.

3. Infrastructure necessary to deliver the SS (question c)

3.1 The first point to be made about this is that there are no abnormal elements. Infrastructure needed is what informed planning and development professionals would anticipate as follows:-

- The new roundabout junction on the A59 because of a local road safety issue;
- Affordable housing;
- A school site and contributions towards primary and secondary education;
- Contributions towards public transport (buses) and travel planning;
- Contributions towards sports facilities in the locale (the preference for offsite contributions being the Council's);
- A sustainable drainage system throughout the development to ensure that surface water runoff is not increased above existing.

3.2 Statutory undertakers have indicated that there are no constraints in terms of the provision of energy and communications infrastructure.



- 3.3 UU is fully alive to the proposals and its capital programme is taking account of the SSS to ensure that infrastructure for water supplies and drainage are aligned to ensure that development can proceed without delay. Of course, as a business, it is in UU's interest to plan in that way.
- 3.4 Otherwise, as the illustrative master plan shows infrastructure is integral with the development including the proposed local centre, extensive tracts of open space and significant business development.
- 3.5 Developers will not be delayed by any third party ownership constraints as none are involved.
- 3.6 The Council is keen to see the development delivered given the benefits, set out in committee report of 12th December. It has a duty to do so given the NPPF's position on growth - housing and economic development both being involved.
- 3.7 The comprehensive committee report considered by members of the Planning Committee on 12 December together with the 73 conditions approved reflects the extent to which the Local Planning Authority has considered the practicalities of the SSS. In simple terms, it is not a strategic policy without detail but a proposal supported by very extensive technical evidence to show its practicalities and acknowledged merit.
- 3.8 In conclusion on question 'c' there is no reason to consider that there are any infrastructure issues which would lead to a failure to deliver the development by 2028.



4. Viability (question d)

- 4.1 Our clients have an extensive multi-disciplinary team engaged on the project including many professionals who are experienced and have regular contact with developers. Within that group are development surveyors who are advising the Trustees on the commercial aspects of development. The appraisals do not reveal any factors which would render the development unviable taking full account of the infrastructure costs (as far as can be calculated at the outline stage – and based upon a realistic illustrative master plan).
- 4.2 Throughout the planning process to date no evidence has been produced to indicate that development of such a readily available and commercially attractive area of land would be unviable
- 4.3 We have read certain unsubstantiated comments about the deliverability and viability of Standen from agents promoting developments elsewhere. We respectfully suggest that the motives behind some of those are commercial in the sense of seeking to undermine the credibility of in the hope of advancing another one which has not been chosen for various reasons or, rejected as being less appropriate for development.
- 4.4 It is telling that not a single planning consultancy, landowner, agent or other adviser has contacted the Trustees or us to establish the facts about the SSS over the past four years.



Steven Abbott Associates

Chartered Town Planners

5. Conclusion

5.1 We hope that this relatively short paper is helpful to the Council in assisting The Inspector on the subject of the SSS but more particularly paragraph 3.3 in his Schedule of Matters and Issues.

5.2 We are very happy to assist should the Council have any queries on the above information.

Steven H Abbott, Partner

Steven Abbott Associates LLP

December, 2013

SHA/MKG/2305-01/cc1670/PINS

VIA EMAIL AND POST

11 June 2013

Helen Skinner
Case Officer
The Planning Inspectorate
Room 3/18A
Temple Quay House
2 The Square
Temple Quay
BRISTOL
BS1 6PN

Dear Madam

PINS Reference: APP/T2350/A/13/2190088/NWF
Appeal by The Barrow Lands Company Limited
Land to the South West of Barrow, West of Whalley Road, Barrow, Lancashire (Ribble Valley)

I refer to the above appeal which is being considered in a current Public Inquiry due to close on 14 June 2013.

I will be handing this letter in to The Inspector, the Council and the Appellants on 11 June, as requested on Friday (7 June). This is being e-mailed to you and sent in hard copy in today's post.

Introduction

As The Inspector knows we act on behalf of the Trustees of the Standen Estate (hereinafter called 'Standen') and more particularly in relation to their interests at Higher Standen Farm and Littlemoor Farm, Clitheroe.

The planning status of the land there is that it forms the subject of a planning application for a mixed use extension to Clitheroe including:

1,040 residential dwellings of which:

- 728 market homes
- 312 affordable homes
- 0.8ha to be reserved for retirement living within the total of 1,040 homes;
- 0.5 ha for local retail, service and community facilities (Classes A1 to A4, B1 and D1);

Partners

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- 2.25 ha for employment (Class B1) accommodating up to a maximum gross floorspace of 5575m²;
- 2.1 ha of land for a primary school site;
- Public open space including green corridors and areas for tree planting and landscaping;
- An improved (roundabout) junction between Pendle Road and the A59;
- New vehicular, pedestrian and cycle accesses;
- Roads, sewers, footpaths, cycle ways, services and infrastructure including:
 - A Sustainable Urban Drainage System;
 - New services such as gas, electricity, water and telecommunications.

The new A59 road junction is all on land in the public highway or owned by Standen, is within the application site and is thus not the generally more complicated scenario of 'off site works' as is often the case for such schemes. Its inclusion followed consultation with the Council at the outset of the project 4 years ago.

Planning obligations have been offered and discussions are ongoing on the following:

- Education
- Public transport
- Sport/recreation
- Affordable housing
- Woodland management (off site)

Standen engaged a multi disciplinary team of professional advisers from the inception of the project as they demand the highest standards on design quality and a sensitive approach to the context. Those advisers include Amec (EIA production and various technical inputs including drainage), IBI Taylor Young (Master planning, design and access; landscape and visual impact), Savill Bird and Axon (Transport), Peter de Figueirido (Heritage), Durham University (Archaeology), Berrys (agricultural land assessment), EPDS (Education), Trevor Dawson and Eckersley & Co (both commercial agents and development surveyors), Survey Operations (topographical survey), Trevor Bridge Associates (tree survey), Napthens (Solicitors) and Planning Counsel – all led by ourselves as the planning consultants.

The application is informed by a volunteered EIA, the ES was thus lodged with the application in October last year.

Progress, particularly this year, has been disappointing and is due to serious resources shortages within the Council, as described by both main parties in the appeal.

Extensive public consultation including discussions with Council officers, a three day exhibition, a leaflet drop to 800 local homes, discussions with local residents and ward councillors preceded the submission of the application.

The number of homes initially proposed was reduced by 360 (from 1,400 to 1,040 [26%]) and the parameters plans were changed to take account of this early consultation process.

In March 'any other information' was lodged to supplement the EIA. This was not demanded by the Council but the initiative was taken by our clients in commissioning work and responding to matters raised by parties interested in heritage and landscape/visual impact matters (please see below on those subjects also – under Mr Lock's 7.16).

The proposed Standen development is on land proposed by the Council as the Strategic Site in the Submission Core Strategy and whilst that document has limited weight it is a material consideration in the planning balance.

The reason for Standen's interest in the current Barrow Lands Inquiry is that (whilst they do not object to the Standen application or Submission Core Strategy policy in relation to the Strategic Site) the Appellant's evidence makes passing reference to our clients' planning application.

The Inquiry into the above appeal application is, of course, not one into the Standen application.

The reason for writing this letter is to assist The Inquiry on matters raised by Mr Lock about the Standen site given our intimate knowledge of the facts, gained over the past 4 years. I set out information on behalf of Standen and hope that it is helpful.

Our clients consider that it is in the public interest that the Inspector and The Secretary of State do not misunderstand the situation.

Particular points on Standen

I have structured this letter using the paragraph numbers in Mr Lock's Proof of Evidence (May 2013). Where matters arose orally in the Inquiry I have added some information on those too.

7.15 Mr Lock draws attention to comments (by others) about 'the deliverability' of the Standen site. In the Inquiry he observed, fairly that he thought that the 52 completions per year indicated in the Submission Core Strategy 'is a bit slow'. I can confirm that Standen's view, having taken advice from a range of house builders and their professional team (including ours) is that 90 a year (even in recent recessionary economic conditions) is more likely. This is based on 3 developers building 30 per annum. This is information we have shared with the Council previously.

In terms of a start date Mr Lock suggested that 2016 might be realistic. Standen believe that this is a conservative estimate. The Standen view is that a start could be made by the middle of 2015 (subject to planning permission, of course) even taking account of the remaining development management process on detail on the current application (including some aspects of obligations), the judicial review period, commercial negotiations, conditions precedent and reserved matters approvals.

Whilst a relatively major 'site' in area the Standen site is immediately available and readily developable. Like Mr Lock I have been in professional practice in planning around the country since the 1970s and have not come across any which would be easier to develop physically than Standen. There has been considerable developer interest over the past five years. The main delay so far has been the local authority's development management

process itself as a consequence of the resources issues which have been referred to by both appeal parties in their evidence. Standen submitted their planning application in October 2012 and subject to approval are ready to proceed immediately.

The Standen vision, as its planning application shows (particularly the Design and Access Statement), is of various character areas rather than one uniform mass. This is a function of the care our clients have shown to its context from the outset. We are looking to the Council to match the restrictions Standen will place on the land by conditions – in the event of planning permission being granted.

It is widely acknowledged that the Standen proposals have sufficient critical mass to deliver a wide range of community benefits and infrastructure, which smaller, speculative and unplanned developments cannot do.

- 7.16 It would be very surprising if some objections had not been raised about the Standen application. However, I do wish to make a distinction between objections raised by members of the public and some of the others referred to by Mr Lock. This is to avoid any misunderstanding about what certain parties' positions are.

More particularly, I can inform the Inspector that:-

1. English Heritage (EH) has made it clear since November last year that they do not object to the principle of the development. Their concerns were about the extent of assessment work. Our clients' response, without any request from the Council, has been to lodge a Heritage Impact Assessment. Currently, the Council's officers are in dialogue with EH and ourselves on matters of detail. These matters can be satisfactorily dealt with by conditions and planning obligations.
2. Natural England (NE) is in a similar situation. They were critical of the scope of the landscape and visual impact assessment (LVIA) even though it had been scoped with the Council as part of the EIA and pre-application stages. Whilst our clients and their team did not accept NE's criticism, additional photomontages (NE requested them) were commissioned and lodged. Whilst it is fair to say that NE would like to see more, the Council and Lancashire County Council's AONB Officer are satisfied with the scope of the LVIA given the additional photomontages submitted. It is important to note that NE has not objected to the application.
3. The AONB Officer has not objected and, as explained above, is content with the viewpoints used for the LVIA.
4. The Georgian Group's status in November last year was not as an objector. The Group stated then that it had 'serious concerns' and suggested that a Heritage Impact Assessment be produced. As indicated above, such an assessment has been produced and lodged.
5. The Lancashire Gardens Trust (LGT) did not object to the principle of the development either. Its concerns were about two aspects – one about the application site, one about

land beyond it. The former concerned views of Clitheroe Castle. A supplement to the DAS was produced to address the matter. The second was about the grounds to Standen Hall. There is a difference of opinion between our clients' team and the LGT over the status of those grounds, the impact of the proposed development and the need for work beyond that done to date via the EIA, and any other information lodged on our clients' behalf.

I have recently written to the Council summarising the position with regard to heritage and landscape matters. The letter, dated 30 May 2013 is attached to this letter to assist.

- 7.16 The letter also deals with the subject of the line of the Roman Road crossing our clients' land also raised in paragraph 7.16 of Mr Lock's Proof. None of the above parties have indicated that our client's proposals adversely affect that historic route.

Mr Lock draws attention to the status of Standen Hall itself as a Grade II* Listed Building and to certain other heritage assets in the vicinity of our clients' site.

Standen Hall is not in the application site and lies some 140 metres from the nearest boundary; and approximately 150 metres from the nearest development illustrated on the illustrative plans. Furthermore, Standen Hall is separated from the application site by the incised valley of Pendleton Brook and extensive woodland. In addition, as my letter of 30 May points out, there is new woodland between the site and the valley as well as great potential for structured planting within the site.

The relationship with other heritage assets has been comprehensively examined and EH has not indicated that any insuperable problems exist.

Clearly, the mere existence of Standen Hall or other local heritage assets is not a reason in itself for suggesting that our clients' development may not come forward or by a particular date. Our clients' application site is not within an AONB, has no landscape or other designation and Standen Hall is beyond the site. Mr Lock notes in his Proof (paragraph 5.34) that, of course, various developments have been granted permission despite their locations in AONBs and where heritage assets have been directly affected including those sites he mentions in Tetbury and Stratford-upon-Avon. Our clients' site is NOT within an AONB and no designated heritage assets are within the application site.

In summary, it would be unfortunate if the Inspector or Secretary of State gained the impression that there are deliverability 'problems' affecting the Standen application relating to heritage or landscape issues (or for that matter otherwise).

- 7.16 In his evidence and in the Inquiry Mr Lock explained that he and his client had concerns about the way his client's land had been scored relative to ours by the Council's sustainability consultants on the Core Strategy. However, he has made it clear that neither he nor his client object to the Standen proposals as being unsustainable.

We respectfully disagree with Mr Lock's apparent position that our clients' proposals are dependent on the Council's Submission Core Strategy. Much of the justification he puts

forward on behalf of his clients' appeal is that other considerations are material in the planning 'balance', a logic which is no different for the Standen site.

In any event, to conclude that permission for our client's application would be premature would be illogical given his client's case on the materiality of the Submission Core Strategy.

However, as a matter of fact the identification of the Standen site has emerged after various stages of the development plan consultation process and is the Council's chosen strategic site.

I respectfully suggest that The Inspector need make no comment about prematurity in the context of our clients' application. Indeed, it would be inappropriate as the application is before the Council as the Local planning Authority for consideration.

I should add that our clients' advisers do not consider that prematurity would be a sound ground for objection to our clients' application in any event, given the weight to be afforded to proposals which boost significantly the supply of housing land and particularly given the need to demonstrate a five-year supply of deliverable housing sites (Section 6 in the NPPF refers to these matters of course) and plan for the long term prudently.

7.18 Mr Lock notes that no objections were made by statutory consultees, which is a highly significant fact in terms of principles.

He then refers to an 'unresolved objection' concerning housing numbers. Clearly, it is no part of his client's appeal to suggest that decision makers should be using a lower number than the Core Strategy proposes, quite the opposite. The objection referred to was made by a planning consultant who acts for a party who are pursuing significant residential development on land on the other side of Clitheroe from the Standen site. The site involved is not allocated for development by the Council in any development plan document. The objection is not that the Council is proposing too many homes but not enough.

CRAG does object to the Core Strategy and have done for some time. However, the Group's position has not been endorsed by the Council's Planning Committee as an entity or by the Full Council.

The petition referred to was about the apportionment of development between settlements and not about Standen in site specific terms.

CRAG may wish to pursue matters at the Core Strategy Public Examination. However, it is misleading to state that issues raised by the Group will affect our client's proposals – particularly as the Council did not endorse (and formally) CRAG's position following the consultation stages.

It has been stated that objections to the Submission Core Strategy 'strike at the heart of the strategy'. This must not be confused with the Standen site itself. For the avoidance of doubt we have not seen any evidence to show that Standen is unrealistic or infeasible -

which does not surprise us. We have seen a number of wrecking attempts from developers and landowners whose smaller sites are not favoured. It suits them to attack Standen for commercial reasons.

- 7.29 The Standen site was confirmed as the Strategic Site by the Council after extensive consultation.
- 7.30 Clearly, as the Inspector and Secretary of State know, a decision on our clients' application most certainly does not have to await the outcome of an Examination into the Submission Core Strategy or a reworked version of it.

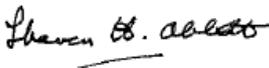
A statement was made in the Inquiry that the Standen site has been increased. For accuracy, I can inform the Inspector that this is not the case except for one feature. This is the area of land beyond the site 'proper' which contains the proposed new roundabout junction on the A59. This is within the red edge of the application site as it is either in the highway or owned by Standen. It was covered by the EIA and was included following discussions with Council officers. The only element of development on this area is the proposed new A59 roundabout.

In conclusion, I hope that this letter is helpful to the Inspector and The Secretary of State. As a matter of fact deliverability is not a problem in bringing the Standen land forward expeditiously. Nor are there unresolved objections which could justify a prediction by parties who are not the Local Planning Authority that a decision on Standen would be premature ahead of the eventual Public Examination into the Core Strategy. The reality is that the more pressing issues Mr Lock refers to, especially the need for new homes, justify a decision on Standen at the earliest opportunity.

The hope is that further submissions from Standen will prove unnecessary but our clients reserve their right in that regard.

Finally, I would like to thank The Inspector for enabling our clients to decide whether to make an oral presentation or not after hearing evidence.

Yours faithfully

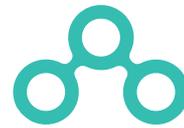


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Enc

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SHA/MKG/2333-01/SOS

VIA EMAIL AND POST

08 August 2013

The Right Honourable Eric Pickles
Secretary of State for Communities and Local Government
c/o Planning Casework Division
Department for Communities and Local Government
1/H1 Eland House
Bressenden Place
London
SW1E 5DU

Dear Sir

PINS Ref: APP/T2350/A/13/2194601

**Appeal by The Huntroyde Estate/Clitheroe Auction Mart/Mr J Taylor; Ms Sarah Howard and Ms Samantha Howard
Land off Waddington Road, Clitheroe, Lancashire**

I refer to the email of 31 July, 2013 from Ms Banwell of The Planning Inspectorate about the above matter.

We act for the Trustees of the Standen Estate who have an application before Ribble Valley Borough Council for a mixed use extension to Clitheroe including:

1,040 residential dwellings of which:

- 728 market homes
- 312 affordable homes
- 0.8ha to be reserved for retirement living within the total of 1,040 homes;
- 0.5 ha for local retail, service and community facilities (Classes A1 to A4, B1 and D1);
- 2.25 ha for employment (Class B1) accommodating up to a maximum gross floorspace of 5575m²;
- 2.1 ha of land for a primary school site;
- Public open space including green corridors and areas for tree planting and landscaping;
- An improved (roundabout) junction between Pendle Road and the A59;
- New vehicular, pedestrian and cycle accesses;
- Roads, sewers, footpaths, cycle ways, services and infrastructure including:

Partners

Steven H Abbott BSc (Hons) MRTPI

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- A Sustainable Urban Drainage System;
- New services such as gas, electricity, water and telecommunications.

The new A59 road junction is all on land in the public highway or owned by Standen, and is within the application site. Its inclusion followed consultation with the Council at the outset of the project 4 years ago.

Our clients have not objected to the appeal proposals. However, they have instructed me to write so that you and The Inspector are clear on the facts concerning our clients' proposals. This is because certain statements made on behalf of the Appellants could lead to a misunderstanding.

The numbered paragraphs below correspond to those in Ms Dickman's Proof as follows:-

4.15, 4.108 and 6.15 In the paragraphs the word 'now' could give the impression that the submission of our clients application is a recent event. The application was submitted in October 2012 following the production of a volunteered environmental impact assessment and pre-application discussions with various parties including the Council's officers.

4.15 Our understanding of the use of the word 'Strategic' by the Council in the relevant policy is because of the ability of the site to deliver development comprehensively in a preferred location. The word 'Strategic' does not preclude an application coming forward for its development before a certain date and particularly given the current policy climate towards residential development.

No evidence has been submitted to prove the assertion that no housing can be delivered at Standen within 5 years.

In fact, the only constraints on a start date are commercial considerations and the planning process itself.

A start could be made by the middle of 2015 (subject to planning permission, of course) taking account of the finalisation of the development management process on the current application (including some aspects of proposed obligations), conditions precedent and reserved matters approvals.

Standen is held within one ownership, is immediately available and readily developable.

There has been considerable developer interest over the past 5 years.

It is widely acknowledged that the Standen proposals have the critical mass to deliver a wide range of community benefits and infrastructure, which small, speculative and unplanned developments cannot do.

4.67 We note that the Appellants are not objecting to Standen on the basis that the location or proposed development there are unsustainable. What is proposed at Standen is sustainable development.

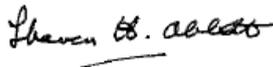
4.77 The higher proposed figure of 250 dwellings per year reinforces the justification for Standen regardless of what happens elsewhere.

We hope that this letter is helpful to the Secretary of State.

I would be grateful if your office could confirm receipt.

Our clients have instructed us to lodge this letter now to assist The Inspector. However, as the appeal has been recovered for determination by you, they reserve their right to comment again should any other matters concerning their site arise subsequently.

Yours faithfully



Steven H Abbott

cc Ms S Banwell (Case Officer – The Planning Inspectorate)
G Cannock for RVBC
D Manley, QC for the Appellants
J Macholc/S Westwood/C Hirst
M Carter
R Percy/H Tonge

E-mail: stevena@abbott-associates.co.uk

Copy of an E-mail to John Macholc & Sarah Westwood at RVBC dated 25th September, 2013 (14:02)

John /Sarah

Further to our recent conversations, just to confirm that house completions are likely to be higher than the 30 per year per builder (90 per year overall) we estimated when the application was lodged

From contact with house builders, professionals involved with residential development schemes and evidence in the public domain (from planning consultants, master planners and your authority) we believe that a sensible range for this site would be 30-50 per year per builder. Worked through this could mean a completion date year of 2022 but unlikely to be as late as 2027, as we indicated in 2012.

We are mindful that the quality and location of sites, as well as historic supply in the locality - all affect build rates

I hope this is helpful

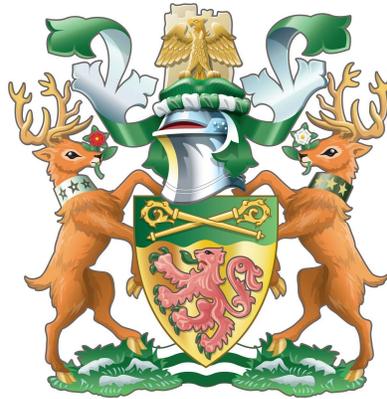
Regards

Steve

Steven H Abbott, Partner | Steven Abbott Associates LLP

RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



Ribble Valley
Borough Council

www.ribblevalley.gov.uk

APPENDIX TWO TO MATTER 3

RIBBLE VALLEY HOUSING TRAJECTORY

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Housing Trajectory

This housing trajectory has been prepared to fulfil the requirements of the National Planning Policy Framework (NPPF) and to inform the Examination of the Ribble Valley Core Strategy which will take place in January 2014. Paragraph 47 of NPPF requires that local planning authorities should illustrate the expected rate of market and affordable housing delivery through a housing trajectory for the plan period. Elements of the trajectory are discussed in detail below.

The Council recognise that estimating delivery of future housing is not an exact science and that the housing market is sensitive to changes in the wider economic and policy contexts, which will impact on delivery. Aspirations and intentions of owners also have significant impacts on delivery. It is therefore important to understand that this trajectory is based on the best information which can be compiled at the time from the sources available and that the information needs to be kept under regular review.

Core Strategy Requirement

The starting point for preparing the trajectory is the requirement for housing over the plan period. Key statement H1 of the submitted Core Strategy, (as updated by Proposed Main Change 08, August 2013) sets out a requirement of 5000 new dwellings for the overall plan period 2008-2028. This equates to an annualised requirement of 250 dwellings per year. This is shown as a red line on the trajectory.

Completions

Information on completions is taken from the Council's Housing Land Availability Schedule October 2013. It shows that at 30th September 2013, 650 dwellings had been completed. Appendix 1 shows the market/affordable split by year of completion. This information relates to the first 5½ years of the plan period. In the first half of the monitoring year 2013/14, 98 dwellings were completed. The actual completions are shown on the trajectory.

Completions in the first 5½ years of the plan period have been below the Core Strategy requirement both in relation to individual years and cumulatively. The quantum of the under provision is calculated as follows:

$$\begin{aligned} & \text{Requirement for the } 5\frac{1}{2} \text{ year period } \textit{minus} \text{ completions in the } 5\frac{1}{2} \text{ year period} \\ & = (250 \times 5\frac{1}{2}) - 650 \\ & = 725 \text{ dwellings} \end{aligned}$$

The trajectory shows information in relation to whole monitoring years (each year being 1st April to 31st March). It is noted above that actual completions to date in 2013/14 only relate to the first half of the monitoring year so it is necessary to avoid a six month "gap" in the trajectory. Therefore, to calculate the adjusted requirements below for remaining whole years, an estimate of completions for the whole year 2013/14 has been used which assumes

completions in the first half of 2013/14 (i.e. 1st April 2013 to 31st September 2014) will continue for the second half of the year. This would amount to 196 completions ($98+98=196$). Thus for the first six years of the plan period 2008-2014 the total completions are estimated to be $650+98 = 748$. The remaining actual completions in 2013/14 are most likely to come from the sites with outstanding permission which are under construction. A future housing land survey in March 2014 will provide the actual out-turn for the year and indicate whether any adjustment will need to be made to the trajectory.

Adjusted requirements

The under provision illustrated above needs to be made up in the plan period to ensure that the overall dwelling requirement set out in Key Statement H1 is delivered. This has the effect of increasing the requirement in the remaining years of the plan period. The trajectory illustrates two approaches to this:

- a) The under provision is spread out across the remaining plan period. At 30th September 2013, 14½ years of the plan period remain. If the under provision is spread across this period, the effect is to increase the annual requirement to 300 dwellings per year. For the purposes of the trajectory which uses the estimate of completions at 31st March 2014, the annual requirement increases only slightly to 304 per year which is broadly similar. This latter approach is shown by a green line on the trajectory.

- b) The under provision is made up in the next five years from the current point in the plan period. This reflects the Council's approach to calculating a five year housing land requirement as set out in the Housing Land Availability Schedule. The undersupply is made up in the first five years with the effect of adding 145 dwellings per year to the annual requirement for the first five years ($725 \div 5$). In calculating the five year requirement, the Council's approach also adds a buffer of 20% to provide a realistic prospect of achieving planned supply and to ensure choice and competition in the market for land, in recognition of previous under delivery in the initial years of the plan period, as required by NPPF para. 47. This has the effect of increasing the requirement in the next 5 years by a further 50 dwellings per year. The total adjusted requirement for the first five years is 445 dwellings per year ($250+145+50$). For the purposes of the trajectory which uses the estimate of completions at 31st March 2014, the annual requirement increases only slightly to 450 per year which is broadly similar.

The additional 20% (250 in total) is moved forward from later in the plan period (NPPF para. 47) so reduces the requirement in the remaining years. This relates to the last nine years of the plan period and would reduce the requirement in those years by about 28 dwellings a year to 222 ($250-[250\div 9]$).

This adjusted requirement is shown as a purple line on the trajectory.

The Council will continue to monitor completions on a regular basis and the requirements discussed at a) and b) above may need to be amended accordingly in the light of future information on completions.

Expected rates of delivery of market and affordable housing

The starting point for estimating rates of delivery of market and affordable housing is the consideration of sites which have planning permission for housing. These were taken for the major part as at 31st September 2013. In addition, where large sites were known to have received planning permission since that date, such sites were included. Also included are sites where the Council has resolved to grant planning permission pending the completion of a Section 106 agreement.

The Council has excluded some sites, where although permission exists for housing, it appears there is not a realistic prospect of delivering the housing on the site. Information on such sites has largely been provided through some initial work undertaken to assess the deliverability of sites earlier in 2013; and from information provided at appeals during 2013. The sites are also currently excluded from the calculation of the five year supply.

Large sites

In relation to large sites (defined as those over 0.4ha), information to estimate when sites might be delivered has been estimated from various sources:

- By seeking information from owners, agents and developers;
- From initial work on assessment of deliverability undertaken by the Council in 2013;
- From Building Control information;
- From information submitted in support of planning applications and appeals;
- Officer estimates based on completion information from previous housing land surveys;

Where no better information existed, and particularly in relation to large sites, an average completion rate of 30 dwellings per annum was assumed.

A list of large sites, subdivided into sites not commenced and sites under construction are shown at Appendix 2 along with the anticipated rates of delivery in the individual years of the plan period. Since the trajectory shows information for whole monitoring years, and the latest deliverability information is based for the major part at 30th September 2013, dwellings considered to be delivered beyond 30th September 2013 are included in the 2014/15 information.

Small Sites

From a practical point of view, it has not been possible to estimate when each small site would come forward in the plan period. To inform this strategic exercise, an alternative approach has been to consider how many dwellings have come forward on such sites to date in the plan period; compare this with the number of dwellings available on such sites and make an estimate of likely future delivery.

Information from successive Housing Land Availability surveys undertaken over the plan period to date show that 303 dwellings have been completed on small sites (defined as sites below 0.4 ha). Of these, 199 have been on sites for one or two dwellings and 104 on sites of 3 or more dwellings but below the 0.4ha threshold. The annual average in the plan period to date amounts to 55 dwellings overall on small sites (36 on sites of 1 or 2 dwellings and 19 on sites 3 dwellings to 0.4ha). Appendix 3 shows details of completions on small sites year by year since commencement of the plan period.

The Housing Land Availability Schedule October 2013 shows that as at 31st September 2013, permission existed for 239 dwellings on small sites which had not commenced. These are shown at Appendix 3. It is the Council's normal practice to deduct a 10% allowance for slippage on sites which have not commenced. Assuming that most of these sites with consent will come forward in the 5 year period, allowing for 10% discount, this amounts to about 43 per year. It is reasonable to assume that small sites will continue to come forward in the plan period beyond the initial 5 years where permissions currently exist. On this basis an allowance is built in to the trajectory for 40 dwellings per year for small sites. Actual delivery on small sites will be monitored through the regular housing land availability surveys. Note, this estimate does not include sites under construction.

Strategic Site at Standen

The Core Strategy identifies a strategic site at Standen for mixed development. This includes the provision of 1040 dwellings of which 728 are market units and 312 affordable. At the time of writing, the Council has considered an outline planning application for a mixed development on the site to include 1040 dwellings. It has resolved to defer and delegate the application for approval (with conditions) following the completion of departure procedures and the satisfactory completion of a Legal Agreement within three months from the decision date (12th December 2013). Although the procedures are not yet completed, none the less the strategic site forms a key element of housing delivery in the Core Strategy. The Council therefore considers it appropriate to include the site in the trajectory. Estimated delivery is based on information provided by the applicant's agent to inform the Examination.

Outstanding Appeals

At the time of compiling the trajectory there are outstanding appeals in relation to three sites in the Borough which relate to significant amounts of housing:

Land South West of Barrow, West of Whalley Road, Barrow	Ref: 3/2012/0630 (outline)	Includes 504 dwellings (of which 151 affordable)
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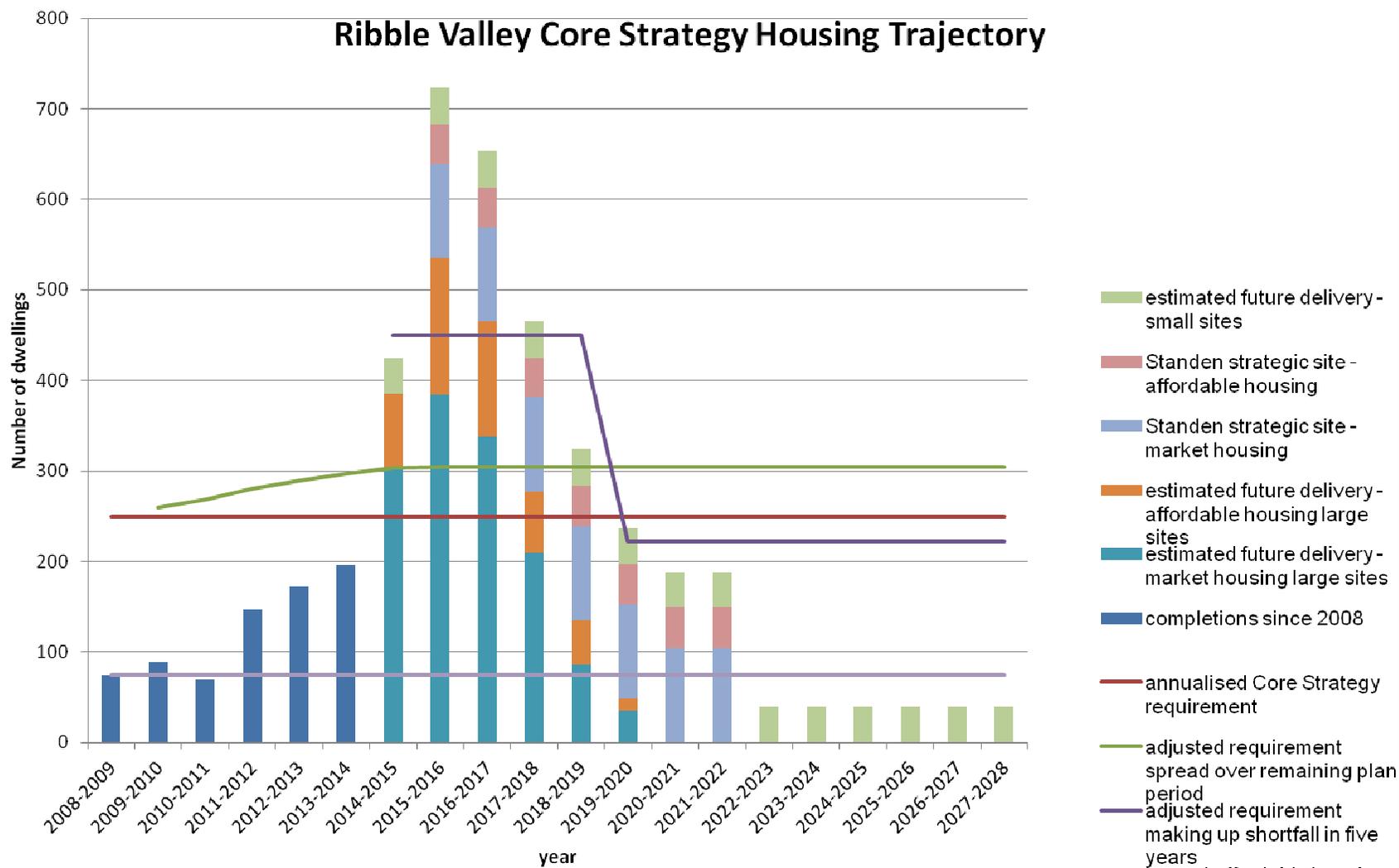
Land South West of Barrow and West of Whalley Road Barrow (this site forms part of the larger one above)	Ref: 3/2013/0099 (outline)	Includes 190 dwellings (of which 57 affordable)
Waddow View, off Waddington Road, Clitheroe	Ref: 3/2012/0913 (outline)	Includes 345 dwellings (of which 104 are affordable, assuming 30%)

The above schemes are not included in the trajectory but in the event that the appeals are allowed the schemes will make significant contribution to housing delivery in the plan period.

Trajectory

The information above generates a trajectory as shown on the following page. Any gaps in delivery are to be made up in the site allocations process.

Ribble Valley Core Strategy Housing Trajectory



Actual completions in 2013/14 to date =98 (six month period), 196 is an estimate for whole year based on this rate to date.

Completions since 1st April 2008

period	Dwellings completed		
	market	affordable	total
1/4/08 - 31/3/09	38	37	75
1/4/09 - 31/3/10	46	43	89
1/4/10 - 31/3/11	42	27	69
1/4/11 - 31/3/12	86	61	147
1/4/12 - 31/3/13	143	29	172
1/4/13 - 30/9/13*	74	24	98
TOTAL	429	221	650

* represents six months (half) of total year

(source: Ribble Valley BC Housing Land Monitoring data)

Table of estimated delivery on large sites not commenced and large sites under construction

LARGE SITES NOT COMMENCED AT 12.12.13																					
Site	ref	Total no dwellings		2014/15		2015/16		2016/17		2017/18		2018/19		2019/20		2020/21		2021/22		2021/22	
		M	A	M	A	M	A	M	A	M	A	M	A	M	A	M	A	M	A	M	A
Site 2 Barrow Brook Business Village	Outline 3/2012/0158	73	31	20	0	20	10	20	10	13	11										
Land off Clitheroe Road Barrow	Outline 3/2012/0617	5	2	2	1	3	1														
Land off Clitheroe Road Barrow	Outline 3/2013/0511	6	3	3	1	3	2														
Land at 23-25 Old Row Barrow	Outline 3/2012/0623	16	7	0	0	16	7														
Land at Whiteacre Lane Barrow	Outline 3/2011/0776	5	2	5	2																
Land at Dale View Billington	3/2012/0738	7	3	7	3																
Land at Dale View Billington	3/2012/0065	8	4	8	4																
Land at Whalley New Road Billington	Outline 3/2010/0751	39	17	13	5	13	5	13	7												
Land at Whalley New Road Billington	Outline 3/2010/0078	0	0	0	0	0	0	0	0												
Land off Chatburn Old Road, Chatburn	Outline 3/2011/0025	7	3	7	3																
Land adj St Paul's church Edisford Road, Clitheroe	Outline 3/2013/0014	8	0	8	0																
Land off Milton Ave Clitheroe	Outline 3/2011/0892	35	15	0	0	17	7	18	8												
Land north and west of Littlemoor, Clitheroe	Outline 3/2012/0420	34	15	17	7	17	8														
Land south and west of Primrose Village	Outline 3/2011/1064	81	0	0	0	5	0	25	0	30	0	21	0								
Land off Henthorn Road Clitheroe	3/2013/0711	98	42	0	0	16	6	23	10	23	10	23	10	13	6						
Land off Greenfield Ave Clitheroe	3/2012/0014	22	8	0	0	11	4	11	4												

Land off Strawberry Fields Gisburn	3/2012/0497	14	7	0	0	14	7													
Chapel Hill Longridge	Full 3/2011/1071	37	16	0	0	18	8	18	8											
Land off Preston Road, Longridge	RM 3/2013/0307 & 3/2012/0850	42	18	3	0	26	12	3	6											
Spout Farm Preston Road Longridge	3/2013/0782	22	10	7	3	7	3	7	3											
The Whins, Whins Lane Read	3/2012/1101	11	5	5	2	6	3													
Land at Accrington Road, Whalley	Outline 3/2012/0179	54	23	0	0	20	0	28	17	6	6									
Land East of Clitheroe Road (Lawsonsteads) Whalley	Outline 3/2012/0687	38	17																	
Land East of Clitheroe Road (Lawsonsteads) Whalley	3/2013/0137	182	78	19	8	19	9	42	18	42	18	42	18	18	7					
Old Whalley Nurseries, Clitheroe Road, Whalley	Outline 3/2011/0784	4	2	6	2															
Land at Mitton Road, Whalley	Full 3/2012/0637	96	41	10	0	30	28	30	13	26	0									
Land North of Riddings Lane, Whalley	Outline 3/2010/0820	56	24	5	0	20	8	20	8	11	8									
TOTAL		962	376	145	41	281	128	258	112	151	53	86	28	31	13	0	0	0	0	0

LARGE SITES UNDER CONSTRUCTION AT 30th SEPTEMBER 2013																			
Site	ref	Total no dwellings remaining outstanding		2014/15		2015/16		2016/17		2017/18		2018/19		2019/20		2020/21		2021/22	
		M	A	M	A	M	A	M	A	M	A	M	A	M	A	M	A	M	A
Chapel Close, Kingfisher Cres, Heron Mews & Mallard Row, Clitheroe	3/2012/0629	27	16	14	8	13	8												
Land off Henthorn Road, Clitheroe	3/2013/0035	189	81	50	15	50	15	50	15	39	15	0	21						
Primrose Road, Clitheroe	3/2012/0752	3	0	3	0														
Primrose Mill, Woone Lane	3/2012/0394 and 3/2012/0392	109	0	30	0	30	0	30	0	19	0								
Primrose Mill, Woone Lane	3/2010/0897	14	0	7	0	7	0												
Brown Leaves grove, Copster Green	RM 3/2012/0745 (all 18 remaining)	13	5	13	5														
Croft Way, Pasture Grove and Meadow Close, Longridge	Full 3/2011/0542 28 remaining - not sure of market/aff split	26	2	26	2														
Cherry Drive, Brockhall Village	various	5	0	3	0	2	0												
Eden Gardens, Brockhall Village	3/2010/0103	4	0	0	0	0	0	0	0	0	0	0	0	4	0				
Land at Hillside, Brockhall Village	3/2010/0387	2	0	1	0	1	0												

Ash Grove, Alder Drive, etc. Whalley	3/2012/0730	12	10	12	10														
TOTAL		404	114	159	40	103	23	80	15	58	15	0	21	4	0	0	0	0	0

APPENDIX 3

Completions on small sites and all completions since 1st April 2008

YEAR	COMPLETIONS 1 and 2 DWLS	COMPLETIONS 3 DLWS - 0.4HA	TOTAL COMPLETIONS
1.7.13 - 30.9.13	15	9	75
1.4.13 - 30.6.13	9	0	23
1.4.12 - 31.3.13	54	12	172
1.4.11 - 31.3.12	26	15	147
1.4.10 - 31.3.11	37	24	69
1.4.09 - 31.3.10	39	20	89
1.4.08 - 31.3.09	19	24	75
TOTAL	199	104	650

Source: RVBC Housing Land Monitoring

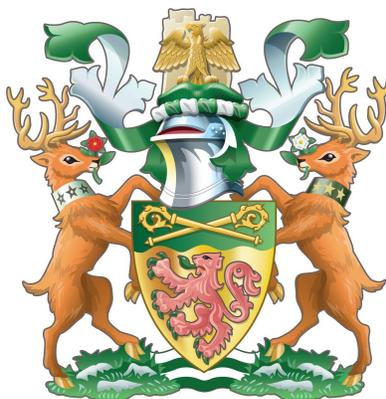
Outstanding permissions on small sites at 31st September 2013 (no. of dwellings) (sites not commenced)

YEAR	CONSENTS 1/2 DWLS	CONSENTS 3 DLWS - 0.4HA	TOTAL CONSENTS
1.7.13 - 30.9.13			
FULL	39	71	110
OUTLINE	15	31	46
CONVERSIONS	68	15	83
TOTAL	122	117	239

Source: RVBC Housing Land Monitoring

RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



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Borough Council**

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**MATTER 4 – AFFORDABLE HOUSING AND HOUSING FOR THE
ELDERLY**

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 4 – Affordable housing and housing for the elderly

4.1 What is the objectively assessed need for affordable housing?

Council's Response:

The results of the SHMA (*page 45, Post 5.7*) shows a net need estimate of 404 affordable dwellings per year in Ribble Valley, however this figure does not equal the number of new affordable units to be built. The need will be met through a wide range of sources – but particularly by making better use of vacant stock, by making better use of the existing stock and through the private rented sector. The results showed that one bedroom and four bedroom affordable homes are particularly required and that relatively few households in housing need could afford Affordable Rent at 80% of the median market rent. The SHMA recommends that the most practical level to set Affordable Rent to meet substantial need is at 70%.

The need for new affordable units reduces notably when factoring higher affordability thresholds, households in the private rented sector and pay in current market conditions as well as the supply of private rented accommodation (via LHA) to house those requiring affordable housing.

4.2 What level of affordable housing does the Plan anticipate being delivered over the plan period?

Council's Response:

The Core Strategy creates a framework to enable to the Council to support the delivery of affordable housing using thresholds to determine actual provision through deciding planning applications and the proposed allocation of land through the Housing and Economic Development DPD. The Core Strategy allocates one site as a mixed-use strategic site and in this site it is anticipated that at least 312 (30% of 1,040) affordable homes will be secured. It would be the allocations process that determines more precise detail in relation to the specific numbers of affordable units within the context of the Core Strategy framework. It should be borne in mind that delivery of affordable housing is not a product of the Core Strategy alone and it would be through a number of processes that the Council would aim to meet needs which would be the subject of regular monitoring and review.

Key Statement H3, page 58 of the Core Strategy (Post 5.14) states that the Council will seek affordable housing provision at 30% of units on sites of 10 units or more (on sites of 0.5ha or more irrespective of the number of dwellings) in Clitheroe and Longridge, or 5 units or more (on sites of 0.2ha or more irrespective of the number of dwellings) in all other locations in the borough.

As an indication of the likely level of affordable housing anticipated over the plan period, the housing trajectory set out in appendix 2 to Matter 3 illustrates this in further detail.

4.3 Key Statement H3 seeks from residential developments a contribution of 30% affordable housing. Two site size thresholds are given.

- a. How does the evidence justify the proportion of affordable housing sought and the two site size thresholds?**

Council's Response:

As set out in paragraph 6.6 on page 59 or the Core Strategy (*Post 5.14*) the 10 and 5 dwellings threshold has been determined from data presented by the 2008 SHMA (*Supp 4.11*). This information was then taken forward to inform the 'Addressing Housing Need in Ribble Valley' (*sup 4.7*) document, which was consulted upon and adopted in 2011, which effectively superseded the 'Memorandum of Understanding' document (*Post 7.6*) that had been adopted for Development Management purposes until this point.

b. Is there a risk that this requirement will render schemes unviable?

Council's Response:

The Core Strategy Viability Study (*Post 5.10*) concluded that this policy would not put the plan at risk. There is no requirement for this policy to be set by viability alone. This policy is carried forward from a previous iteration of the Plan. It is well understood and works well.

c. Will the application of Key Statement H3 deliver the amount of affordable housing needed in the places where it is needed?

Council's Response:

The Council, in applying this policy (H3) approach, is bringing forward affordable housing in the areas of need whilst maintaining the balance between too onerous requirements that render sites unviable and the need to deliver both market and affordable housing. The Council has taken a very pragmatic approach in formulating this policy given the high levels of need that has shown in the area. The policy provides a framework for the delivery of affordable housing and is informed by the Strategic Housing Market Assessment (*Post 5.7*) and the Council's Parish based needs surveys which are published on the Council's website. The policy emphasises the differing approach between the two more urban areas of the borough where there is highest need in Clitheroe and Longridge and the other locations across the borough where the nature and need for affordable housing can be more variable depending upon the scale and nature of location and the availability of existing stock to support local needs.

The evidence of the SHMA in particular is that there is a high need for affordable housing in the borough with differing needs in different locations (*supp 1.4*). The policy provides a practical approach to both dealing with applications but also to informing the allocation process where provision on allocated sites can be established by applying the policy to give clarity to the location and delivery of affordable housing. In some cases there may well be a need to allocated 100% affordable sites in response to identified need, in particular where there have been higher rates of market housing brought forward. This policy does not serve to prevent sites being brought forward in the allocation process. In practice the policy provides clear guidance on the Council's expectations to give a positive steer in the preparation of proposals by developers but it is also sufficiently flexible to enable local circumstances and site characteristics to be taken into account to enable the Council and developer to bring forward the delivery of viable housing schemes that will contribute to affordable housing in the borough addressing identified needs.

4.4 Key Statement H3 also requires 15% of the units in housing developments to be for elderly people.

a. What is the need for housing for the elderly and how will this requirement meet that need?

Council's Response:

Table 5.10 of the SHMA (*Post 5.7*) provides detail of the broad household groups of households in housing need. It is possible to break these groupings down further to establish the total number of households that contain only residents 65 or over that are in housing need. The analysis shows that of the 578 households in gross need per year, 133 contain only older people. Whilst this means that only a small proportion of the total older persons household population is in need, this figure does represent almost a quarter of all households in housing need. Whilst it is acknowledged that not all of these households will require supported accommodation, it is clear that there is likely to be a significant requirement for it. As this model is restricted to households unable to afford market accommodation, there is also likely to be an additional requirement from older person households that could afford a market equivalent.

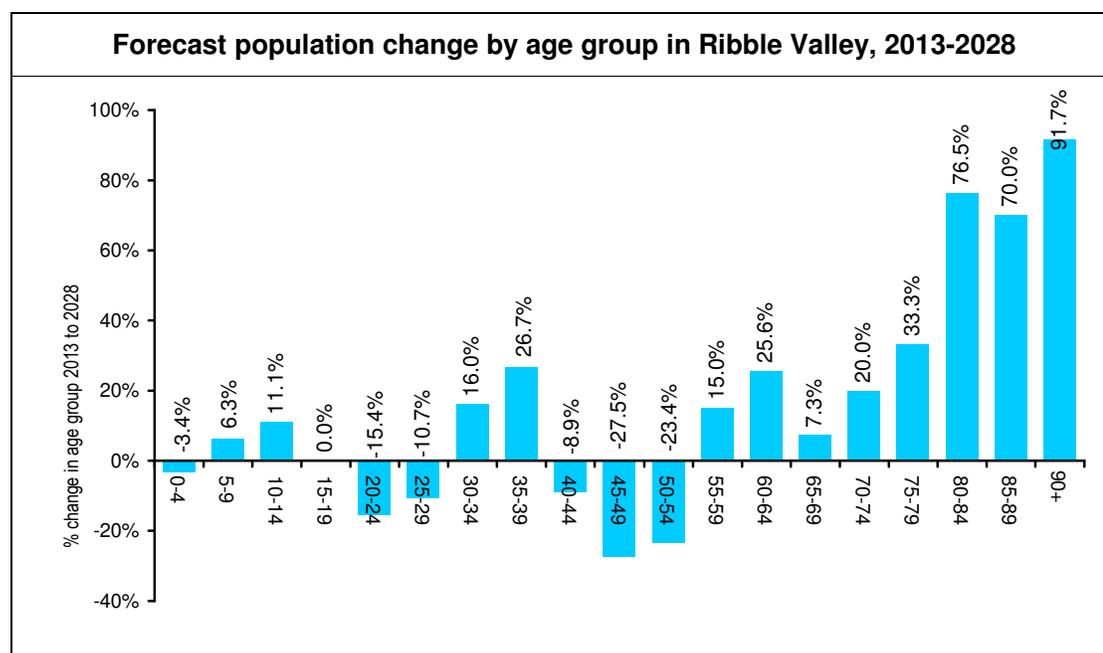
Annual need requirement by household type – alternative definition					
<i>Household type</i>	<i>Need requirement</i>				
	<i>No. of h'holds in need (gross)</i>	<i>Not in need</i>	<i>Total Number of h'holds</i>	<i>% of h'hold type in need</i>	<i>As a % of those in need</i>
Older person households	133	6,109	6,243	2.1%	23.1%
Non-older person households without children	168	8,267	8,435	2.0%	29.1%
Households with child/children	194	8,759	8,953	2.2%	33.5%
Other	83	806	889	9.3%	14.3%
Total	578	23,942	24,520	2.4%	100.0%

Source: Ribble Valley Borough Strategic Housing Market Assessment, 2013

b. How does the evidence justify this proportion?

Council's Response:

Chapter 6 of the SHMA (Post 5.7) presented the most recent long-term population projections available at a Borough-wide level. These are presented below and indicate that there is anticipated to be a dramatic growth in the older population in the Borough. The number of people aged 60 or over is expected to increase by 31.7% between 2013 and 2028, with the population aged 80 or over expected to grow by 78.8%.



Source: ONS 2010-based population projections

It is possible to try and model the potential demand for specialised housing for this group using a variety of approaches, each of which will be examined separately:

What changes between the Census may suggest

- The requirement indicated within the housing needs assessment model
- The requirement suggested by the LTBHM model
- Trends in the requirement of specialised housing in Ribble Valley as modelled from basic Census data

The Census does not collect information on the number of people in all forms of older persons accommodation but does collect data on the number of people in communal establishments. Communal establishments are a broad range of specialist accommodation including hospitals, some Ministry of Defence accommodation and also care and nursing homes. The majority of older people in communal establishments are in care and nursing homes. A comparison of the results from the 2001 and 2011 Census for the rate at which older people (those aged 60 or over in this instance) reside in communal establishments in

Ribble Valley can therefore be used to show the broader trend for how demand for specialist accommodation has changed in the Borough. This analysis tries to reflect the changing demography in Ribble Valley (both the increase in the older population but the improved health of those older now).

The 2011 Census indicated that 517 people aged 60 or over live in communal establishments in Ribble Valley, representing 3.3% of all people 60 years or older in the Borough. The number of older people in communal establishments in Ribble Valley has grown by 9.1% between 2001 and 2011, but the proportion of the age group in this accommodation has fallen (reflecting a broadly healthier older population). If it is presumed the rate of occupation of this accommodation for each 5 year age band over 60 continues to change in the way it did in Ribble Valley between 2001 and 2011, through to 2028, it is estimated that demand will increase by 34.1% beyond the level recorded in 2011 (presuming the 2010-based projections are accurate of the number of people in the age group in 2028).

It is clear therefore that although improved health is likely to mean that the requirement for specialist older occupation will not increase lineally as the older population rises, the fact that the older population is growing markedly will mean that the demand for this accommodation will still grow notably. It is important to note that this analysis is demonstrative of the potential future demand for particular types of older persons accommodation, focusing on the more acute end of the scale, and the wider demand will be larger than this.

The requirement suggested by the LTBHM model: The latest interim population and household projections produced by the Office of National Statistics only extend between 2011 and 2021, but they provide more detail on the nature of projected household change than the 2008-based long-term projections. These interim projections indicate that households headed by someone aged 65 or over are expected to grow by 23.0% in Ribble Valley between 2011 and 2021. In total it is projected that there will be 1,810 additional older person households in 2021 than in 2011. This figure represents 96.3% of the total net growth in households projected across the Borough between 2011 to 2021. It is clear therefore that this group are going to be one of the key drivers of the housing market in Ribble Valley moving forward. As this group is disproportionately likely to require specialist accommodation, it is useful to estimate the likely future requirement for this accommodation.

Using the LTBHM model presented in chapter 6 of the SHMA to calculate the potential demand for future housing arising estimates that in 2028 around 545 additional units of specialist accommodation will be required between 2013 and 2028. The figure is an estimate because it is likely that the health of the future older population will be better than currently, so the demand pattern for this accommodation may change in the future. Further analysis of the model indicates that 69.4% of the households expected to require supported housing in 2028 will contain only one person, and almost all of the remainder will contain two people.

- c. Will this requirement apply to all housing schemes, or is a site size threshold intended?**

Council's Response:

As set out in paragraph 6.6 on page 59 or the Core Strategy (*Post 5.14*) 15% of affordable units will be sought for elderly provision.

The 15% of the affordable units will apply to all schemes of 10 units or more (or sites of 0.5ha or more irrespective of the number of dwellings) in Clitheroe and Longridge, and 5 units or more (or sites of 0.2ha or more irrespective of the number of dwellings) in all other locations in the borough.

Within this 15% figure a minimum of 50% would be affordable and be included within the overall affordable and be included within the overall affordable housing threshold of 30%. The remaining 50% (i.e the remaining 50% of the 15% elderly-related element) will be for market housing for elderly groups.

- d. Is there a risk that this requirement, combined with that in relation to affordable housing, will render schemes unviable?**

Council's Response:

In the viability testing (*Ribble Valley Viability Study, Post 5.10*) it has been assumed that all homes are built to lifetime home standards and thus allowing residents to remain the property in the long term. It is not envisaged that these are built as anything other than normal housing (subject to lifetime homes) – although they would be expected to have level access etc.

- 4.5 Paragraph 6.6 of the Plan says that thresholds may change as and when new, updated information is available. How is it intended that the thresholds in the Key Statement will change?**

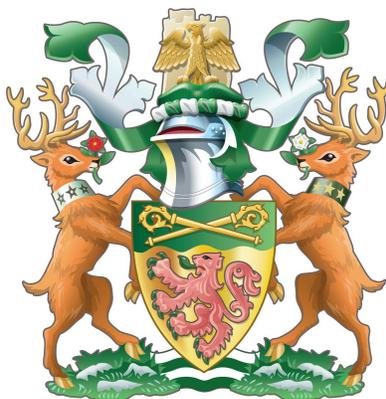
Council's Response:

Members considered it important to recognise that the threshold bands may change in response to monitoring and review or updated evidence in the future. In response to future monitoring the Council recognises through this statement that over the plan period thresholds may be need to be revised in which case the statutory procedures to alter the plan would be implemented. In reality this could be by way of a change to the adopted plan or it may be part of a new plan-making process depending upon the point at which a need to change the threshold occurs.

END

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MATTER 5 – GYPSY AND TRAVELLER ACCOMMODATION

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 5 – Gypsy and Traveller Accommodation

5.1 During the suspension of the examination, the Council has produced a new accommodation assessment update dated April 2013. Is the new accommodation assessment based on a robust methodology? Has the Council engaged meaningfully with traveller communities in order to prepare and maintain an up to date understanding of need?

Council's Response:

The Council considers that the methodology used within the updated GTAA was appropriate and relevant and the recommendations provide robust evidence to support the relevant Core Strategy Key Statement and Development Management Policy. In more detail the methodology is described in *Post 5.1 paras 1.24 – 1.30* which are quoted below:

1.26 Stage 1: Background

At the outset of the project Ribble Valley sought to understand the background to the Gypsy and Traveller and Travelling Showpeople population in Ribble Valley. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts.

1.27 Stage 2: Stakeholder Engagement

This study included extensive stakeholder engagement with council officers from Ribble Valley and neighbouring councils and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, particularly in relation to households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

1.28 – 1.29 Stage 3: Household Survey

For most Gypsy and Traveller studies the consultants seek to interview all known households in a study area using a detailed questionnaire. Given the very limited size of the population in Ribble Valley, instead of conducting interviewer facilitated detailed personal interviews, all sites were visited by ORS researchers. They conducted qualitative interviews with the households to determine if they have any current or likely future needs and how these may be addressed.

These interviews had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to view travelling patterns and likely future household formation to analyse the future need for extra site provision.

1.30 – 1.31 Stage 4: Future Pitch and Plot Requirements

The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice for Gypsy and Traveller and Travelling Showpeople Accommodation Assessment conducted across the country.

The overall principles behind assessing future needs are relatively simple. The residential pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2028 in line

with the requirements of Planning Policy for Traveller Sites.

1.32 Stage 5: Conclusions

This stage draws together the evidence from Stages 1 to 4 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in Ribble Valley.

In terms of engagement with Traveller communities there has been regular and on-going consultations with relevant groups throughout the development of the Core Strategy from Issues and Options stages and then to Publication and Submission versions. In addition, through its liaison with neighbouring authorities (see answer to issue 5.2 below), it has also gained some knowledge of wider Traveller issues from these authorities' contacts with various Traveller communities in their areas.

Specifically in relation to the Accommodation Assessment the representatives of the local resident communities on the two Ribble Valley sites were interviewed (*see Post 5.1, section 1, paras 1.28 to 1.29(see above) and section 4, paras 4.1 to 4.5, quoted below*). In addition the North West Showmen's Guild were consulted (*see para 3.1*).

Relevant GTAA paragraphs 4.1 – 4.5.

Face to face interviews were conducted with representatives of the Gypsy and Traveller community who are currently residing in Ribble. The interviews were conducted within the interviewee's place of residence in February 2013. Both known sites in Ribble Valley were visited and the outcome of this process is detailed below.

Acorn Lodge, Longsight Road, Clayton-le-Dale (paras 4.2 – 4.4)

The site has permission for 8 pitches where each is allowed to contain a residential and a tourer caravan. The site is occupied by the owner and their immediate family and other unrelated households who are renting the remaining pitches. However, the site owner was away from the site and was not available for contact

The site visit did not indicate any specific issues relating to the site. No household reported any problems or concerns about the site and all residents reported that they were satisfied there. Again the consultants were not able to speak to the site owners due to their personal circumstances so were unable confirm if they will seek to expand the site in the future.

The site visit indicated that it contained relatively few children. Therefore, the site is unlikely to yield any new household formation in the near future.

Balderstone Site (para 4.5)

This site has planning permission dating back to 1937. When it was visited by ORS researchers no-one was present. A letter was left at the address providing contact details if the household wished to take part in the survey, but no subsequent response occurred. The consultants noted that the site has been recently redeveloped with a new residential caravan and landscaping added, so the household clearly intend to occupy the site for the foreseeable future.

This research led to the following summary quoted in para 2.8 of the GTAA (*Post 5.1*)

Figure 1
Current Gypsy and Traveller Sites and Pitches in Ribble Valley

Site	Number of Pitches
Private Sites with Permanent Permission	
Acorn Lodge, Longsight Road, Clayton-le-Dale	8
Balderstone	1
TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION	9
TOTAL PITCHES	9

Travelling Showpeople (para 5.28)

There are currently no known Travelling Showpeople plots in Ribble Valley, nor any evidence of Showpeople in bricks and mortar accommodation and therefore no projected future family formation. Representatives from the Showmen’s Guild have confirmed this position and also feel that there would be little interest amongst Travelling Showpeople in living in Ribble Valley.

5.2 Has the new accommodation assessment been drawn up through collaborative working with neighbouring local planning authorities?

Council’s Response:

The methodology applied within the development of the Accommodation Assessment included in depth interviews with all neighbouring local authorities (*see Post 5.1 page 15, section 3.20 to 3.41*). This included a discussion of their current policies, their current provision in terms of sites and the current development of their GTAAs and cross border issues (*paras 3.33 – 3.40*). It also went on to outline cross border issues and recommendations specifically in relation to these matters (*para 3.41*). In addition the council continues to liaise with these authorities on this matter through the recently established Planning for Gypsy and Traveller Accommodation Forum, the most recent meeting of which was held on December 3rd 2013.

In more detail the relevant sections of paras 3.20 to 3.41 are:

(Para 3.20) As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to co-operate on planning issues that cross-administrative boundaries. Therefore, as part of the stakeholder consultation, ORS conducted 12 interviews with Officers representing the following neighbouring authorities:

Blackburn with Darwen Borough Council;

Burnley Borough Council;

Chorley Borough Council;

Craven District Council;

Hyndburn Borough Council;

Lancashire County Council;
Lancaster City Council;
Pendle Borough Council;
Preston City Council;
Rossendale Borough Council;
South Ribble Borough Council; and
Wyre District Council.

Cross-Border Issues (paras 3.33 – 3.40)

Officers from surrounding districts reported few cross-border issues, and none were aware of any specific issues concerning Ribble Valley. In terms of Travellers moving through into Ribble Valley, officers could not identify any specific routes, though some suspected that there were movements through the district around the time of the Appleby Fair.

A more general cross-border issue was raised by the officer for Hyndburn regarding the geographic spread of Traveller provision across Lancashire. The officer was concerned that the current distribution was inequitable, with those districts with extensive provision already being called on to provide for any future need. The officer believed that while there were Traveller populations in other districts and boroughs, they were not being provided for.

Similarly, one officer argued that there was a split amongst authorities; those with already extensive provision were looking for opportunities for joint work, while those with minimal or no provision saw no reason for engagement with other boroughs regarding Gypsies and Travellers.

In terms of cross-border working, a number of officers referred to various groups, such as the Lancashire and Pennine Lancashire Planning groups, but reported that so far Gypsy and Traveller issues had not been discussed in any detail. However, these groups were seen as a possible platform for any future cross-border working or dialogue on Gypsies and Traveller issues.

As already noted, an East Lancashire unauthorised encampments policy is currently being developed.

The officer for Wyre District noted that while movement between Wyre district and Ribble Valley was not an issue due to the barrier of the Forest of Bowland, the two authorities are united by their Area of Outstanding Natural Beauty.

The officer for Blackburn with Darwen noted that the consultation of neighbouring authorities was an important part of Gypsy and Traveller Assessments, as it allowed for the sharing of any information and issues.

(para 3.41) From the information provided by interviews with neighbouring authorities, ORS (GTAA consultants).

recommends the following:

Though no pressing issues between neighbouring authorities and Ribble Valley were raised, it is important that dialogue is maintained with other authorities, so that any future issues can be

identified and dealt with. The existing Lancashire officer groups could provide the mechanism for this dialogue.

Though there appears to be little desire amongst officers for the provision of transit sites, close monitoring and information sharing regarding any unauthorised encampments across Lancashire could provide a sounder basis for any decision as to the provision and location of any such sites in future. Again, the existing planning group could provide the platform for this work.

In previous studies carried out by ORS, issues have been raised in relation to the consistency of planning policy between boroughs regarding Areas of Outstanding Natural Beauty. It may therefore be pertinent for Ribble Valley to engage in discussion with Wyre, Lancaster, Pendle and Craven to ensure that applications for Traveller sites on AONB land are dealt with consistently across the relevant authorities.

5.3 Does the Core Strategy comply with the Planning Policy for Traveller Sites with regard to the identification of a five year supply of deliverable sites, and developable sites or broad locations for growth thereafter?

Council's Response:

The recent updated Gypsy and Traveller Accommodation Assessment (*Post 5.1, Chapter 6, para 6.2*) indicates that there is no identifiable need in the near future relation to this matter, and identifies the need for only two pitches towards the end of the plan period in 2023 to 2028. Given the small size of this need and the period it is considered to relate to it is not considered appropriate to identify a five-year supply of deliverable sites or broad locations at this stage. Future development to address this is anticipated to most likely come through the development management process via applications that would be addressed through criteria based policies in the Core Strategy, as outlined below.

Planning Policy for Traveller Sites para 10 states that, in the absence of any identified Traveller need, as is indicated in the updated Gypsy and Traveller Accommodation Assessment (*Post 5.1, Chapter 6, para 6.2*), criteria based policies should be included to provide a basis in case applications come forward. The Authority has included such policies in the Core Strategy, specifically Policy DMH2; Gypsy and Traveler Accommodation (*Post 5.14, Chapter 10, pages 104 – 105, section 10.19*).

5.4 Planning Policy for Traveller Sites requires fair, criteria based policies for judging applications for traveller sites. Is Policy DMH2 consistent with national policy in this regard?

Council's Response:

The Council interprets the word "fair" to mean that, within the constraints of specific national planning policy, its policies in relation to the Traveller community should not place any extra planning policy constraints on the needs of this community than it would apply to the settled

community.

Specifically in relation to Traveller issues the relevant Core Strategy elements are:

Key Statement H4: Gypsy and Traveller Accommodation (*post 5.14, Chapter 6, page 59, para 6.8 to 6.9*)

and

Development Management Policy DMH2: Gypsy and Traveller Accommodation (*Post 5.14, Chapter 10, pages 104 – 105, para 10.19*)

With regard to Key Statement H4 the current Core Strategy text here relates to the 2008 GTAA and has not been updated to take into account the 2013 version (*see Post 5.1*). This update indicates (*Post 5.14, Chapter 6, para 6.2*) that two additional pitches will be needed in the period 2023 – 2028. Given this new data the Council suggests that Core Strategy page 59, paras 6.8 and 6.9 be replaced with a new para 6.8 below:

“The current Gypsy and Traveller Accommodation Assessment (GTAA) of 2013 indicates that the Borough requires two additional residential pitches to be created in the period 2023 to 2028. Given this level of need it is not proposed to formally allocate a site but to manage provision through the development management process guided by relevant policies. This position will be reviewed in the light of future GTAA updates. The GTAA also indicated that there is no identified need for sites for Travelling Showpeople in the area.”

Delete para 6.9

The Council feels that this approach is within current national guidance Planning for Traveller Sites (CLG, 2012) as described in Issue 5.3 above.

Considering the various elements or criteria bulleted in DMH2 in more detail in relation to the issue of fairness the following policy criteria that would be applied to Traveller related proposals are considered to be mirrored, either in the specific wording or the implied intent, by other plan policies that would be applied to none Traveller related proposals. These are:

Bullet criterion 1 - The proposal must not conflict with other policies (*para 10.19, bullet 1*)

This is considered to be a general consideration that would be applied to all potential housing development.

Bullet criterion 2 - Proposals must not adversely impact on the character of the landscape, or the environment, or any SSSIs or sites of biological importance (*para 10.19, bullet 2*);

This is considered to be mirrored in a variety of policies that would be applied to other housing related proposals such as Policies DMG1 (*Post 5.14 Chapter 10, pages 88 90, para 10.4, bullets 6 and 9*), also Policy DMG2 (*Post 5.14, Chapter 10, pages 90 – 91, para 10.5, bullet 1; also para 3 beginning “Within the open countryside...” and also para 4 beginning “In protecting the designated area of.”*)

Also a variety of Environment policies would be potentially relevant (*see Post 5.14, Chapter 10, paras 10.7 to 10.14, including policies on DME1 Protecting Trees and Woodlands; DME2*

Landscape and Townscape Protection and DME3 Site and Species Protection)

Bullet criterion 3 – Proposals should involve the reuse of derelict land where possible and not lead to the loss of the best and most versatile agricultural land (*see Post 5.14, Chapter 10, pages 104 – 105, para 10.19, bullet 3*)

The first element of this criterion relating to development on previously developed land is derived from national planning policy in relation to Travellers within “Planning Policy for Traveller Sites” (CLG, March 2012). Specifically para 24 of this document states that planning authorities, in considering applications, should attach weight to;

“effective use of previously developed (brownfield), untidy or derelict land”.

Also, within Core Strategy Development Management Policy DMG1 General Considerations (*Post 5.14, Chapter 10, Pages 88 – 90, para 10.4, bullet 11*) is the general need for all proposals to achieve efficient use of land and re use previously developed sites where possible.

With reference to the second element of criterion 3 relating to the issue of best and most versatile agricultural land this matter is also found in Development Management Policy DME3; Site and Species Protection and Conservation (*Post 5.14, chapter 10, pages 96 – 97, section 10.14, para 3*) which refers to the need for land development to protect the soil resource and high quality agricultural land and should seek to avoid soil erosion.

Bullet criterion 4 – Where possible sites should be within a reasonable proximity to services (*Post 5.14, chapter 10, pages 104 – 105, para 10.14, bullet 4*). This consideration should be seen within more general policy positions in relation to the impact of all types of development on infrastructure, the efficient use of land and the effects of development on amenities as mentioned in DMG1 (*Post 5.14, Chapter 10, pages 88 – 90, para 10.4, bullets 20.11 and 13 and 14 respectively*).

Also the national planning guidance relating to Travellers (Planning Policy for Traveller Sites, CLG, March 2012, para 23) encourages local authorities to avoid placing undue pressure on local infrastructure.

Bullet criterion 5 - Proposals must have good access and not have an adverse impact on highway safety (*para 10.19, bullet 5*). ;This has a parallel in DMG1 General Considerations (*see Post 5.14, Chapter 10, pages 88 – 90, para 10.4, bullets 3 and 4*)

Bullet criterion 6 - Proposals should not place undue pressure on local infrastructure and services (*para 10.19, bullet 6*);

This matter is also considered in terms of none Traveller proposals in DMG1 General Considerations (*see Post 5.14, Chapter 10, pages 88 – 90, para 10.4, bullet 20*)

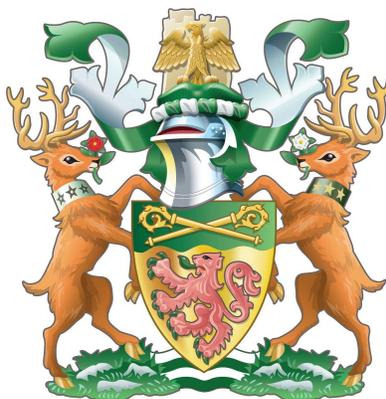
Bullet criterion 7 - Proposals are not located in areas at high risk of flooding (*Para 10.19, bullet 7*);

This also relates to Core Strategy Development Management Policy DME6; Water Management (*see Post 5.14, Chapter 10, page 102, para 10.17, sentence 1 and following sections*)

end

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MATTER 6 – ECONOMIC DEVELOPMENT

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 6 – Economic development

6.1 Has the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development, been assessed? What are the objectively assessed needs for land or floorspace for the various types of economic development?

Council's Response:

Yes, an analysis of current and future economic activity over the plan period, including recognised multi sector forecasting models are assessed chiefly within the Employment Land Refresh document (*Post 5.3*), the Retail Study Update (*Post 5.5*) and the Leisure Study 2013 document (*Post 5.6*).

More specifically, the Employment Land Refresh document (*Post 5.3*), as well as providing an assessment of land needs in B-class employment uses, also assesses the land needs of non B-class employment uses in reference to the NPPF economic development definition. These are considered in Section 9.0 (*page 120, paragraphs 9.33-9.49*) and take account of Oxford Economics' job forecasts within the Borough to the end of the plan period.

As well as the B class requirement of an additional 8 ha, assessments of other types of non-B class economic activities have been applied, covering retail (*paragraphs 9.37-9.38*), accommodation and food service activities (*paragraphs 9.39-9.42*), education (*paragraphs 9.43-9.44*), health and social work activities (*paragraphs 9.45-9.48*), and arts, entertainment and recreation activities (*paragraph 9.49*). It is also recognised that the job and space requirements associated with these sectors are estimated and planned for in a different way to B class uses.

The document also provides a breakdown of the various types of economic development activity (*Post 5.3, Appendix 8*) across a number of 'Policy On' and 'Policy Off' scenarios, showing the percentage split of employment by all business sectors at 2028, and where relevant, job and floorspace density rates (Employment Densities Guide 2nd Edition 2010) have been applied.

In addition to these, the Council commissioned a separate Retail Study which concludes that there is capacity for new convenience retail floor space of 1812 sq m for Clitheroe, 136 sq m for Longridge and 249 sq m for Whalley, and for new comparison retail floor space of 2626 sq m for Clitheroe, 640 sq m for Longridge and 236 sq m for Whalley (*Post 5.5, section 5, pages 15-23*).

A separate Leisure Study was also prepared to assess the potential future land requirements, which concluded that there is no 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 (*Post 5.6, section 4, page 13*).

In line with this updated evidence, any requirements identified will be addressed within a separate site allocations document produced at the next stage of the process.

6.2 Key Statement EC1 says that the Council will aim to allocate an additional 9 hectares of land for employment purposes in appropriate and sustainable

locations.

- a. Where? What spatial distribution of new economic development does the Plan aim to achieve?**

Council's Response:

The policies as explained within the Core Strategy (*Post 5.14, page 64, section 7, para 7.5*) state that employment development should primarily be directed towards the larger settlements of Clitheroe, Longridge and Whalley as well as suitable locations that are well related to the A59 corridor.

Additionally and in view of the identified shortfall of land provision (8ha), consideration has been given to potential employment sites that might form part of any future allocations have been identified by firstly applying a Site Grading process (*Post 5.3: 'Employment Land Study Refresh', Section 6, page 76*). This gives an appraisal of the existing portfolio of potential employment land in the Borough, how much there is, its quality, type, suitability and availability (*para 6.17 to 6.21, from page 76*). The issues concerning the spatial distribution of new economic development are further addressed in the document (*Post 5.3: Potential Future Allocations: para 10.60 to 10.67, from page 140*) and in addition to this, assessments of land now unlikely to be brought forward for employment use are excluded.

The sites that have been identified for Clitheroe and the A59 corridor principally are Barrow Brook Business Park Extension and Salthill Industrial Estate Extension, both of which are located next to Clitheroe and the A59. In Longridge, it is considered the Borough Council will pursue some new allocation in order to address sustainability issues for what is acknowledged as a key service centre, and as such two possible other options have been identified. One is at the eastern edge of Longridge, at College Farm, Blackburn Road. The second option is land to the rear of Sainsbury's store to the north of the town centre, and for Whalley, this situation could be addressed by Sidings Business Park Extension – an area of approximately 2 ha.

The Study therefore concludes that these opportunities identified for Clitheroe, Longridge and Whalley provide sufficient scope to meet the employment land needs of Ribble Valley through to 2028. This will be further assessed and identified within a separate site allocations document produced at the next stage of the process.

- b. Why is the Plan not more explicit about how the 9 hectares proposed will be distributed? Does it need to be, in order to properly steer the allocation of land through the Housing and Economic DPD?**

Council's Response:

Proposals for the distribution of additional employment land are guided by the recommendations contained within the Employment Land Study Refresh document (*Post 5.3, Section 6, page 76*), and reflects upon the Core Strategy states that this additional land will generally be directed to the main areas of population growth linking to the principles of aligning jobs with homes in key areas (*Post 5.14, page 64, section 7, para 7.5*), primarily the larger settlements of Clitheroe, Longridge and Whalley as well as suitable locations that are well related to the A59 corridor.

The highest scoring sites Employment Land Study Refresh document (*Post 5.3*) are

those in high profile locations along and adjacent to the A59 at Samlesbury Aerodrome and on locations adjacent to A59 and only a short distance from the M6 Junction 31. Sites at Barrow Brook Business Park also score equally well on market-led criteria. This site grading provides a reference against which decisions may be taken as to whether some sites might be recommended for deletion from the land supply, because they are unsuited to market needs.

The Core Strategy that aims to link local jobs to meet local labour supply and thus achieve a sustainable balance between land uses. This has the potential to reduce the levels of out-commuting and increase self-containment bringing additional benefits including reducing carbon emissions from dispersed development due to increased car use, and guided by this and recommendations within the Employment Land Study, more detailed land allocations will be determined through the Housing and Economic DPD which will direct more specifically where future employment land investment will be located.

- c. For clarification, is the 9 hectares proposed in addition to new land for employment at Barrow Enterprise Park and the Samlesbury Enterprise Zone, or is the 9 hectares to be divided between these sites and the 'main areas of population growth' (paragraph 7.4)?**

Council's Response:

Any new land identified for employment at Barrow Enterprise Park will meet part of this additional land requirement, which is considered a suitable location for future employment to support main areas of population growth through further land identification and allocation forming part of the revised 8 hectares additional requirement following production of updated evidence the Employment Land Study Refresh document (*Post 5.3: Potential Future Allocations, page 140, paragraphs 10.60-10.67*).

However, any new land at the Samlesbury Enterprise Zone site has been separated from any proposed additional land requirement, as the Council considers, in line with neighbouring authorities and other bodies, that the BAe Samlesbury site should be regarded as a regionally significant employment site as stated within the Core Strategy at Key Statement EC1: Business And Employment Development (*Post 5.14, page 66, paragraph 7*), reflecting also the Government's recognition of an Enterprise Zone at this location, that can bring forward much wider job creation throughout the population of Lancashire, and as such the site has not considered part of the borough's general employment land supply requirement.

- d. For clarification, does the 9 hectares include land needed for retail and other business uses which do not fall into Classes B1, B2 and B8?**

Council's Response:

No - land needed for retail and other business uses, which do not fall into Classes B1, B2 and B8, is dealt with separately and will be further guided by more detailed allocations, which will be determined through the Housing and Economic DPD.

The land requirements for retail and other business uses, which do not fall into Classes B1, B2 and B8, are also addressed within the separate Retail Study (*Post 5.5*) and Leisure Study (*Post 5.6*).

- e. **Where does the Plan aim to deliver the new retail and other business uses needed? Will land also be allocated for these uses in the Housing and Economic DPD?**

Council's Response:

The Borough's key settlements will be the preferred locations new retail and other business uses. Key Statement DS1: Development Strategy (*Post 5.14, page 39, paragraph 1*) states that new retail and leisure development will be directed toward the centres of Clitheroe, Longridge and Whalley, and is further referenced by Key Statement EC2 (*Post 5.14, page 69*), which states the development of retail, shops and community facilities and services will be supported in principle where they enhance the vibrancy, consumer choice and vitality and unique character of the service centres of Clitheroe, Longridge and Whalley.

The evidence base has identified a need for additional shopping facilities and retail floorspace over the plan period (*see Post 5.5*). It is important to meet these needs in ways that enhance the vitality and viability of town centres, and therefore it is also considered appropriate that more detailed land allocations will be determined through the Housing and Economic DPD.

6.3 Is the Plan sufficiently robust in relation to protecting land and buildings presently in business uses?

Council's Response:

Yes, the Council considers that its policies within the Core Strategy are robust and strike the correct balance between the Governments need (as expressed through national planning policy such as NPPF) to support employment growth, in part through the protection of valuable employment sites and buildings, whilst also recognising that it should not retain such sites or buildings if they have no reasonable future employment related use and allow them to be reused for other purposes, thereby using valuable land in a sustainable and efficient way, and there are several elements of the Core Strategy that express support for existing businesses and, by implication and where appropriate, give an element of protection to existing sites and their buildings.

The Core Strategy Vision (*Post 5.14, chapter 3, page 34, paragraph 3.9*) commits the Council to supporting local businesses and employment opportunities, including relevant physical aspects of regeneration. Also, Key Statement EC1 - Business and Employment Growth (*Post 5.14, Chapter 7, page 66*) contains several more specific elements of this support including support for the expansion of existing businesses, which would include, where appropriate, expansion on existing sites (*para 2*), support for the preferable re-use of employment land for new employment uses (*para 3*), support for farm diversification, encouraging new economic activity within existing sites and, where appropriate, buildings (*para 5*). It also supports the strengthening of village economies and the promotion of the viability and vitality of town centre economies.

Support for the regionally significant employment site at the BAe facility at Samlesbury is addressed also (*paragraphs 6, 7 and 8*) allowing for expansion of the existing site and diversification of activity within the declared Enterprise Zone, delivered through the Council's Local Development Order, and in addition states that proposals to change the use of a site from employment to other uses will need to show that this change would not adversely impact on the local economy.

The government is committed to ensuring that the planning system supports sustainable economic growth (*NPPF paragraph 19*) and requires local authorities to set criteria (*paragraph 21*), or identify strategic sites, for anticipated growth and also (*NPPF para 21 bullet 3*) support existing business sectors, taking into account their current business situation. Policies should also be flexible enough to accommodate needs not anticipated and allow a rapid response to changes in economic circumstances. NPPF (*para 28*) also emphasizes the importance of supporting the expansion of all types of business enterprise in rural areas, farm diversification; tourism and leisure development and retaining local services such as local shops and public houses.

NPPF (*para 22*) however also states that local authorities should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of them being used for that purpose and therefore allowing applications for alternative uses to be treated on their merits, taking into account market signals.

The Key Statement positions mentioned above are carried through into Development Management Policy DMB1-Supporting Business Growth and the Local Economy (*Post 5.14, Chapter 10, Page108 – 109, section 10.23*). This contains further supporting statements about appropriate expansion of existing sites.

However, taking into account the need to be flexible in relation to changing economic circumstances, and the avoidance of preserving allocations that have no viable economic future, as mentioned above, the policy also allows for change to none employment uses based on a series of criteria which are considered to be stringent yet fair. These take into consideration the need to consider both the economic and social impacts of the change and the need for objective evidence that justifies the view that a site is no longer credible for any future business use.

Various elements of the Core Strategy approach to this issue have also been informed by responses at Regulation 19 stage (*see Sub 1.2, references 6, 26, 29 and 68*).

6.4 What does the Plan do to support the rural economy? Does it do enough?

Council's Response:

The Council, in accord with its vision and key statements wishes to create the right environment for business growth whilst ensuring development is sustainable and aims to support the rural economy through a broad series of policies and supporting documentation and recognises the requirements set out in NPPF (Chapter 3, page 9) 'Supporting a prosperous rural economy' whereby it states that '*planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.*' The Council's commitment in this regard is emphasized within the Core Strategy Vision (*see Post 5.14, chapter 3, page 34, para 3.9*) which commits the Council to supporting local businesses and employment opportunities, including relevant physical aspects of regeneration.

The NPPF also states a number of areas that plans should address specifically in order to promote a strong rural economy, which are to support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings, promoting the development and diversification of agricultural and other land-based rural businesses,

and to support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres, and promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.

Within the Core Strategy and in line with NPPF as stated in the previous paragraph, examples include Policy DMB1: Supporting Business Growth And The Local Economy (*post 5.14, page 107*) provides a statement of the core principles that aim to support business growth and the local economy. This includes expansion of existing firms within rural settlements and farm diversification where appropriate to maintain the expand sources of employment, whilst Policy DMB2 (*post 5.14, page 108*) addresses the conversion of barns and other rural buildings for employment uses, whilst Policy DMB3 (*page 110*) addresses developments relating to recreational, tourism and visitor facilities, that includes measures that promote growth whilst protecting the environment, landscape and character of the countryside.

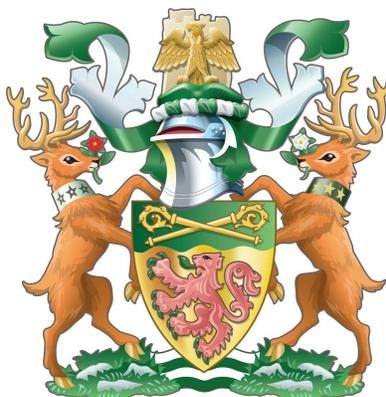
The Ribble Valley Economic Strategy 2009-2014 (*Supp 4.15*) sets out the aims and objectives for a successful and sustainable economic environment for the Borough. The Strategy recognises that the prosperity of the Borough is inextricably linked to the education, health, transport, cultural and social issues of the area, and that nationally, economic development is seen as a key aspect of sustainable development, taking account of a range of statistics, evidence and research to guide and influence future policies and priorities. Action Plans are detailed within the document (*pages 32 – 45*), define thematic areas of activity that will help support the local economy in this context.

The Core Strategy points to a flexible approach towards supporting the delivery of a sustainable rural economy. The Sustainability Appraisal has ensured that the social economic and environmental impacts of the plan on the rural economy have been fully assessed. The appraisal illustrates the generally positive impact of the two strategic options (*Table 4.2 on page 62 of Sub 1.4*), which led to the hybrid preferred option) on the SA Objectives. In addition, the appraisal of the preferred option (*bullet point 6 of paragraph 4.4.2*) states that the chosen strategy could bring employment opportunities to Clitheroe, which is well placed to benefit given the existing employment infrastructure present. The strength of the preferred option in this regard is also highlighted in the last paragraph on page 65, which discusses the potential to support, strengthen and further develop the Ribble Valley economy.

End

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MATTER 7 – TOWN CENTRES

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 7 – Town Centres

7.1 Does the Plan set out policies for the management and growth of centres over the Plan period?

Council's Response:

Yes, policies for the management and growth of the three key service centres within the Borough are set out at Key Statement DS1: Development Strategy (*Post 5.14, page 39*) stating that new retail and leisure development will be directed toward the centres of Clitheroe, Longridge and Whalley. Specific allocations will be made through the preparation of a separate allocation DPD.

The Core Strategy (*Post 5.14, page 67, paragraphs 7.7-7.12*) sets out the principle policy approach to be taken in relation to the management and growth of the centres, recognising the importance of retail to the local economy and the role and character of the Borough's key settlements, and where it is identified, the importance to meet the need for additional quantity and quality of shopping facilities and retail floorspace in ways that enhance the vitality and viability of town centres.

In order to provide robust and updated evidence to support the Core Strategy, the Council commissioned a Retail Study (*Post 5.5*) and a separate Leisure Study (*Post 5.6*). The key objectives of which were to provide a full audit of existing provision and assess potential future requirements as well as to consider whether current provision is meeting the demands of Borough residents and whether there is a need to increase provision. These studies also compared provision in other administrative areas of a similar demographic character.

Key Statement EC1: Business And Employment Development (*Post 5.14, page 66, paragraph 5*) makes specific reference that developments that promote town centre vitality and viability will be supported in principle.

As stated within the Core Strategy (*Post 5.14, page 29, paragraph 2.33*) the Council formally adopted the Clitheroe Town Centre Masterplan in June 2010 to provide a framework (see *Post 3.4, page 28*) for sustaining and promoting growth in Clitheroe. The document sets out a number of approaches including potential development areas and townscape improvements.

7.2 What does the Plan do to ensure the vitality and viability of the centres identified in the hierarchy?

Council's Response:

The Council has a commitment to enhancing the vitality and viability and strengthening the role of the identified key centres of Clitheroe, Longridge and Whalley as stated within the Core Strategy (*Post 5.14, page 64, paragraph 7.5*), recognising that they represent an important resource of retail, service, leisure and employment provision. Their role and function has been influential in the formulation of the Council's Housing and Economic strategies, for example, providing additional housing and employment in locations near to the various services and facilities available, as well as improving the quantity and quality of shopping in the centres, helping to enhance self-containment and ensure that shopping and other services are available locally, thus reducing the need to travel elsewhere and contribute to their continuing vitality and

viability.

There are a number of specific Development Management Policies within the Core Strategy of particular relevance to help ensure the continued vitality and viability of the centres. These are Policy DMR1 (*Post 5.14, page 112*) in relation to Clitheroe, Policy DMR2 (*Post 5.14, page 115*) in relation to Longridge and Whalley and Policy DMR3 (*Post 5.14, page 116*) in relation to retail outside the main settlements. All of which set out guidance and conditions in order that any proposals or changes will have special regard to their potential effect on the centres.

Service Centre Health Checks (*Post 5.2*) have been undertaken for Clitheroe, Longridge & Whalley to assesses the 'health' of the local centres in line with recognised methodology as well as the guidance and recommendations within NPPF. To ensure an adequate supply of services and facilities to meet the requirements of the local population both currently and in the future, this work has also been undertaken with account for recent experiences and research highlighting 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.

The Retail Study (*Post 5.5*) assesses retail patterns and expenditure 'leakage' and quantifies the performance of the centres, assesses the future need and capacity for retail floorspace in the Borough over the period to 2028. The document provides 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, as well as 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 centres.

The Leisure Study (*Post 5.6*) similarly covers an audit of existing commercial leisure provision and assesses potential future requirements. The study also provides consideration into whether current leisure provision is meeting the demands of Borough residents, and also through comparison of provision in other administrative areas of a similar demographic character, and whether there is scope or a need to increase competition and/or influence the retail and leisure mix in the Borough.

These assessments draw some positive conclusions 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. The broad direction highlighted by this work is that the current approach in the Core Strategy is appropriate, however it is considered appropriate to developing an additional focused service centre policy at the next stage of the plan process.

7.3 The Retail Study Update 2013 identifies some convenience and comparison retail capacity in Clitheroe, Longridge and Whalley. What does the Plan do to address this?

Council's Response:

Reference to the revision of employment land requirements including non B1, B2 and B8 uses together with relevant retail floor space is made to within the Core Strategy, Key Statement EC1: Business And Employment Development (*Post 5.14, page 66*) and the identified capacity for additional convenience and comparison retail identified in the study will be addressed in line with the policies for the management and growth of the three key service centres within the Borough, that are set out at Key Statement

DS1: Development Strategy (*Post 5.14, page 39*) stating that new retail and leisure development will be directed toward the centres of Clitheroe, Longridge and Whalley. Specific allocations will be made through the preparation of a separate allocation DPD, which will be addressed within the allocations document at the next stage of the plan process.

7.4 Will land be allocated in centres through future Local Plan documents to meet in full the needs for retail, leisure, office and other main town centre uses?

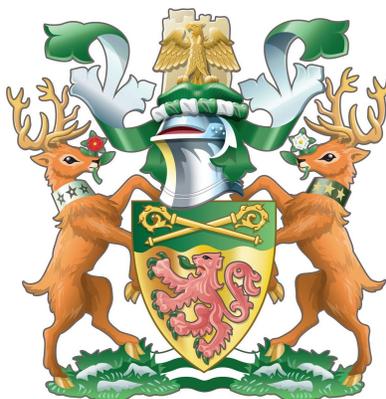
Council's Response:

Yes, it is intended that future Local Plan documents will ensure that such needs for retail, leisure, office and other main town centre uses will be met in full, and whilst the Council feel that the information highlighted within the updated evidence and studies indicate that the current approach in the Core Strategy is appropriate. Further additional, and more focused service centre policy and allocations will be developed at the next stage of the plan process.

end

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**MATTER 8 – SUSTAINABLE DEVELOPMENT AND CLIMATE
CHANGE**

EXAMINATION IN PUBLIC

**RESPONSE TO MATTERS AND ISSUES ON BEHALF OF
THE LOCAL AUTHORITY**

Matter 8 – Sustainable development and climate change

8.1 Paragraphs 93 and 97 of the NPPF explain the key role of planning in tackling climate change and what action local planning authorities should take. What are the Council's strategic priorities for renewable and low carbon energy?

Council's Response:

The Core Strategy sets as a strategic objective a role to contribute to local regional and wider sustainable development, including addressing and mitigating against the impacts of climate change. Paragraph 3.19 of the submission core strategy (as proposed to be amended) refers. This sets an overall context for supporting the delivery of renewable energy and promoting a shift towards low carbon energy provision.

The council supports renewable and low carbon energy within the context of 70% of Borough being an AONB (see post 3.6 AONB Renewable Energy Position Paper) with policies ensuring the schemes are carefully sited within the context of the landscape on a site-by-site basis.

8.2 How does the Plan provide a positive strategy to promote energy from renewable and low carbon sources? Has the Council considered identifying suitable areas for renewable and low carbon energy sources?

Council's Response:

Core Strategy Key Statement EN3 (*see Post 5.14, Chapter 5, page 48, para 4*) sets out the importance of renewable energy within overall climate change responses. This is a strategic and positive position that is not technology specific and relates to the whole Borough.

This position is followed through into a detailed and specific Development Management (DM) policy DME5 – Renewable Energy (*see Post 5.14, Chapter 10, pages 100 – 101*). This policy incorporates the need (set out in NPPF para 97) to maximize renewable development through setting specific and achievable thresholds that do not undermine development viability, while addressing potential adverse impacts, which can be significant in the context of over 70% of the Borough lying within designated landscapes. The Council considers that the policy would also not prevent local initiatives from emerging. The Council would also take into consideration the AONB Renewable Energy Position Statement (*see Post 3.6*), arrived at through co-operation with relevant neighbouring authorities.

In relation to the identification of suitable geographic areas of the Borough the Council considers that detailed work of this nature is more appropriately done within the forthcoming allocations related DPD. In this work the Council will be guided by current evidence. This will include the February 2005 report entitled "Landscape Sensitivity to Wind Energy Developments in Lancashire", commissioned by Lancashire County Council, which considered such development in relation to a series of criteria relating to landscape impacts. From this report a Lancashire wide sensitivity map was produced and has been made available as an overlay on the County Council's Mario public web based mapping system. This map shows that the majority of the RVBC area has a High to Moderate – High sensitivity to such development, these being the highest

levels of sensitivity in the report's methodology. This echoes the Council's priorities (see answer to 8.1 above) that such development needs to be seen in the context of the large areas of the Borough being designated for their high landscape qualities.

8.3 Specifically in relation to plan making, the NPPF says that local planning authorities should work with other authorities and providers to assess the quality and capacity of infrastructure for energy, including heat, and take account of the need for such infrastructure. Has this been done?

Council's Response:

There are several strands to the Council's involvement with other authorities and providers in assessing the quality and capacity of energy infrastructure. Within the overall Duty to Co-operate legislation (see *Post 5.13.1 and 5.13.2*) the Authority has canvassed all neighbouring authorities and local energy providers and received positive responses over its liaison on this and other Core Strategy related matters.

More specifically, within the development of the Local Infrastructure Plan, (see *Supp 6.4*) the major energy utility providers were canvassed with specific questions relating to current and likely future provision in relation to the Core Strategy's proposed levels of future development. Their responses are discussed more fully in issues 9.1 to 9.3 below.

In addition Ribble Valley BC has been part of a group of local authorities participating in a study commissioned by Lancashire County Council involving renewable energy potential within the Climate Change Local Area Support Programme (CLASP) in 2011 and alter in 2012. Two parts of this study are relevant, the Lancashire wide study (See *Post 3.8*) and a more specific Ribble Valley sub report (see *Post 3.7*).

The Ribble Valley-specific study was a resource assessment based on a national government methodology (see *Post 3.8, page 1, para 1.4*) of the area in relation to the potential for developing the following technologies up to 2020: onshore wind, biomass, small scale hydropower and micro-generation (specifically solar voltaics, water heating and heat pumps.). It also included initial assessments for combined heat and power and district heating schemes, which were to be followed by more detailed work. The study related purely to the technical potential of the technologies and not to actual deployable capacity.

Both studies involved liaison with all the Lancashire authorities, including Ribble Valley. They also explored, through liaison with a variety of network providers current transmission and supply chain constraints (see *Post 3.8, pages 26, paras 3.6 to 3.8*). The Lancashire wide study also included (*Post 3.8, page 38, Table 4.1*) local authority area based renewable energy scenarios and Annex C contains a summary of installed capacity (see *Appendix C, Tables C-7 and C-8 for Ribble Valley specific facilities*).

In April 2012 the above CLASP reports were updated, using the original methodology, from 2020 to 2030 (*Post 7.12*). These resulted in an amended assessment of technical potential for Ribble Valley (*Post 7.12, Appendix C, page C19*). Again, it should be emphasized that these reports describe theoretical potential and any targets mentioned within them are purely technical indicators.

Also the Council, as a part of Forest of Bowland AONB partnership with Craven,

Lancaster, Pendle, Preston and Wyre local authorities, has produced guidance on renewable energy provision in the AONB (*see post 3.6*). This sets out advice on the types of renewable energy provision considered appropriate to the special characteristics of the area.

8.4 Policy DME5 says that the Council will ‘request’ that residential developments of 10 or more units and other developments over 1000m2 meet at least 10% of their predicted energy requirements from decentralised and renewable or low carbon sources. Key Statement EN3 indicates that ‘planning permission will only be granted’ where this requirement is met.

a. Is there an internal inconsistency in the Plan?

Council’s Response:

The comment is noted, and it is agreed that there is an inconsistency that should be clarified to avoid difficulties in interpretation. The Council’s position that the viability evidence supports the policy approach it is suggested that the wording of Policy DME 5 is strengthened to reflect the intentions of national guidance and the councils objective to support measures to promote climate change adaption reflected in Policy EN3. The following focused change should be made to the policy wording;

Policy DME5 Section 10.6 2nd paragraph Replace “request” with **require**

b. Have any assessments been undertaken to demonstrate the viability of the thresholds and proportions proposed?

Council’s Response:

The issue was considered within the Viability Report (see Post 5.10) at paragraphs 7.3 in relation to EN3 and paragraph 7.17 in relation to DME5 that takes into account their effect on viability. The overall conclusions in Chapters 9 and 10 state that our Renewable Energy requirements in relation to the thresholds and proportions do not affect viability and therefore are justified.

8.5 Key Statement EN3 relates to sustainable design and construction. As submitted, it does not include any specific standards to be met. The Council has proposed some text to address this. What does the new wording proposed aim to achieve? Is the wording effective in its present form?

Council’s Response:

The intention of the additional wording is to reinforce that the council will apply current recognized industry standards used to measure sustainable design and construction. The policy wording establishes the principle of the councils intended basis for assessment. The council dose not consider that it would be appropriate to seek to determine local standards, but also recognizes that over the timeframe of the plan technologies can change, government policy can change (sometimes on a temporary basis) and consequently it is more flexible to make the generic reference in the policy. Developers know from the policy wording what standards will be used in assessing applications and it allows the council and developers to apply the most current

standard at the time.

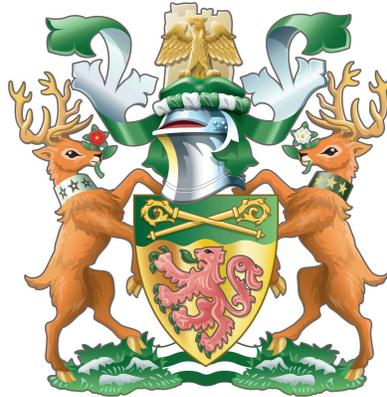
This reflects to some extent what is happening nationally following an industry wide review undertaken by the Local Housing Delivery Group, where the Government has consulted on a Review of Housing Standards. The council has been advised that the Review was intended to address a perceived proliferation of standards for local house building resulting from the adoption of standards in individual local plan policies by LPAs (explicitly permitted under the Planning & Energy Act 2008) and by other public agencies. Examples would be space and accessibility requirements, higher Code for Sustainable Homes (CfSH) Levels, or adoption of a 'Merton rule' setting a renewable energy target in new developments.

The Review considered what the appropriate balance should be between a single set of national standards, and a variety of local standards designed to address local needs and priorities, in terms of the impact upon housing delivery. The councils approach is to have a clear policy at the local level that is to look to the national standards which have been in something of a state of flux as the government has sought to ease burdens on house-building, reduce costs and increase viability.

end

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MATTER 9 – INFRASTRUCTURE

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 9 – Infrastructure

9.1 Is the Plan based on a sound assessment of infrastructure requirements and their deliverability, including expected sources of funding?

Council's Response:

The Council considers that the plan is based on a detailed and sound assessment of infrastructure requirements derived from responses both to regular Core Strategy consultations and detailed liaison through the development of the Local Infrastructure Plan. Responses were generally supportive of the demands of the overall development strategy. Responses also indicated that detailed matters regarding funding and deliverability would depend on more site-specific information that would be a part of forthcoming allocations DPD work.

Within the various consultations undertaken on the Core Strategy many local residents have raised questions regarding the ability of various elements of local infrastructure to cope with the demands perceived by proposed future development. Both to help answer those concerns and to underpin the Core Strategy evidence base the Local Infrastructure Plan (LIP) (*Supp 6.4*) of 2012 was produced. This included an audit undertaken to understand the current level of provision across a wide variety of infrastructure types, as indicated with NPPF para 162. Accompanying that all infrastructure providers in the area were contacted to identify, as far as they were able given the level of information about future development that was presented to them, their position on anticipated future impacts and their ability to accommodate them. The provider's responses necessarily took place within the context of a strategic level plan that initially indicated to them broad areas of development and levels of provision without indicating, apart from the Standen strategic housing site, specific sites. It is anticipated that this dialogue will continue in the later allocation DPD research and will feed into the identification of specific sites.

This dialogue began in detail with the circulation of the 2011 Topic paper "Discussion on the Approach to a Preferred Option" (*see Supp 5.1 Compendium of reports to Planning and Development Committee 2011, 8th Dec 2011, LDF Core Strategy – Outline Approach and also separate from committee report as Post 7.4*) which contained the Standen strategic housing site, as a part of the development of the LIP in 2011 to 2012 and has continued through subsequent broader Core Strategy consultations at Regulation 19 and further stages as the Core Strategy has been amended to take in relevant consultation responses and updated evidence, including the overall housing requirement and the broad locations of growth. The LIP itself was one of the Core Strategy evidence base documents consulted on at Regulation 19 Publication stage.

More specifically the infrastructure providers were asked to consider the implications of the preferred option outlined in 2011 Topic Paper in the context of a series of questions that specifically related to the then national guidance with PPS 12 regarding infrastructure needs and costs; phasing of development; funding sources and responsibility for delivery that are considered to still be relevant to requirements within NPPF paras 156 and 157.

The detailed questions were posed in 2011 – 2012 LIP research were:

- Known planned provision, including any within existing business plans or strategies
- Known or available funding for such provision
- The implications for their current provision arising from the development proposed in the Topic Paper and any likely changes that may be required, together with sources of funding and likely timings of those changes.

In general terms, across a wide variety of providers, details of exact funding and deliverability did not emerge and have not subsequently emerged through later consultations on the Core Strategy. Some providers, such as the electricity provider, felt that they would need more site specific and development type specific detail than was available within a strategic document such as the Core Strategy to come to absolute answers but responded by mentioning that, should future development follow existing broad historical technical requirements, they did not anticipate any problem in providing distribution.

Others, such as the NHS, were undergoing significant internal administrative changes and were unable to provide exact responses to funding questions. However they were able to make broad responses on the general ability of the health services to cope with the anticipated future growth. These included an assessment of the necessary broad upgrades need to GP and nursing provision. The response also stated that there was no overall opposition to the Core Strategy preferred option but that close liaison with the Council was needed as the plan proceeded and through any detailed applications, such as those relating to the Standen site.

The local water and sewerage provider, United Utilities, did express initial concerns about potential levels of provision, but these were resolved through further liaison at and immediately after Regulation 19 stage consultations. Their subsequent response within the most recent Post Submission consultations, which included the revised housing numbers, indicates that they are content with their ability to provide given the strategic level of detail provided. They also noted in that response specific support for the inclusion of their suggested amendment to Development Management policy DMG1; General Considerations (*Post 5.14, Chapter 10, page 89, section 10.4, bullet 20*) relating to the need for development to have specific regard to the availability of infrastructure and the potential need to phase development in line with infrastructure upgrades.

The general position regarding the exact implications for detailed infrastructure provision requiring further site specific information is also underlined in the Core Strategy (*Post 5.14, Chapter 8, page 76, section 8.3*)

The overall response from infrastructure providers to the LIP, while lacking in detail on funding and deliverability, revealed no fundamental opposition to the levels and distribution of development proposed in the Preferred Core Strategy and that position has remained the case in the subsequent consultation on the LIP and the Core

Strategy in general.

The Core Strategy describes relevant infrastructure issues in Chapter 8 – Delivery Mechanisms and Infrastructure (*Post 5.14, Chapter 8, pages 75-81*). This makes clear that detailed delivery will depend on close liaison between the authority and the various providers, often within the context of their developing strategies and business plans, at a specific site level (*see para 8.3*). As an example of this para 8.12 makes clear the importance of the County Council as the highway authority and the importance of its Local Transport Plan (LTP) (*Supp 3.13 and 3.14*) to Core Strategy infrastructure issues. The District Council has made contributions to the development of the LTP and has regularly consulted the County Council on highway implications of the Core Strategy. This liaison continues in the development of the East Lancashire Highways and Transport Masterplan (*Post 7.9*), which acknowledges the Standen strategic site (*see Post 7.9, map page 19*) The Masterplan has recently been subject to public consultation (October 2013) and is being progressed by Lancashire County Council.

Core Strategy Chapter 8 also describes the general terms of the authority's planning obligations approach in relation to a wide variety of infrastructure provision, including a prioritisation of particularly important elements within Key Statement DMI 1: Planning Obligations (*see Chapter 8, Page 78, section 8.10*), such as highway safety, open space and education provision. These particular elements have been emphasised as concerns within the local community through various consultations. Here the issue of the need for obligations for infrastructure to sit within an overall viability context is also specified.

9.2 What are the key infrastructure requirements for the Plan's successful delivery? What reassurances are there that these elements can and will be delivered when and where they are needed? Has the cost of these infrastructure elements been estimated, and funding sources identified?

Council's Response:

In the context of general delivery of the development proposed within the Core Strategy, as mentioned above (issue 9.1), the responses of the various infrastructure providers has been that, pending further detail, they do not fundamentally object to the levels of growth and strategic distribution proposed. As Core Strategy Chapter 8 Delivery Mechanisms and Infrastructure Provision makes clear (*see Post 5.14, Chapter 8, pages 75 to 81, para 8.3*) (also see issue 9.3 below) actual delivery will depend on close liaison on a site specific basis. It is anticipated that this will happen through later, allocations based site -specific discussions.

Also, in relation to the cost and funding of various infrastructure needs, the answers to issue 9.1 above indicates that many of the providers cannot supply this at this strategic stage and would need to see more site-specific detail. However, as also mentioned above, they do not indicate at this stage that this is a problem in broad strategic terms.

In terms of the definition of key infrastructure needs it should be borne in mind that the

public, in various consultation responses, (*see Sub 1.10 Responses at Publication Stage, pages 19 – 22*) have voiced both general concerns over the capacity of local infrastructure to accommodate the Core Strategy's proposed levels and distribution of development and also specific concerns including concerns over highway capacity, school provision, drainage and health service provision.

Providers identified the following infrastructure needs in their responses to the 2011 Topic paper (*see Post 7.4*) within the LIP research mentioned in issue 9.1 above. These have not changed through any subsequent Core Strategy consultation responses.

Water and Sewerage – (*Supp 6.4, pages 29 – 30*) United Utilities confirmed that it had the capacity to supply the levels of development proposed in the Core Strategy Topic paper of 2012 (*see Post 7.4 and also see also answer in relation to United Utilities in issue 9.1 above*) but further work would be needed to determine detailed network connections and therefore no detailed costings were available. It is anticipated that this work would take place within the forthcoming allocations DPD.

Schools – (*Supp 6.4, pages 41 - 45*) the County Council, as the education authority, has indicated (*Supp 6.4, pages 39 - 41*) the likely number of additional places that will be needed in both the local and secondary schools. They also indicated that exact funding for this provision was not clear but that it was anticipated that central government funding would need to be supplemented by developer contributions. As indicated in issue 9.3 below the Core Strategy (*see Post 5.14, Chapter 8 Delivery Mechanisms and Infrastructure, pages 75 – 81*) contains policies through which such funding can be obtained. In recent planning applications in the area, at Land off Henthorn Road, Clitheroe (application 3/2010/0719, as a unilateral undertaking relating to an outline application) obligations negotiations brought forward £1.4 million for education provision.

Highways, Transport – (*Supp 6.4, pages 18 – 21*) the current Local Transport Plan (*LTP, see Supps 3.13 and 3.14*) indicates the costed future highways and transport programme for both the specific and wider area. It has been informed by Ribble Valley's Preferred Core Strategy and the County Council have been appraised, through on going consultations, of the recent Core Strategy evidence updates and their implications through recent post submission consultations. Their position in the 2012 LIP research was that there would be impacts on the local network that would require careful management but that there were no fundamental constraints. That overall position has not been altered within subsequent Core Strategy consultations.

Gas – (*Supp 6.4 page 27*) National Grid felt that there were no fundamental issues over forward supply and that the detailed and costed elements awaited site by site discussion. This is anticipated to occur through the forthcoming allocations DPD work.

Electricity – (*Supp 6.4, page 26*) the electricity supplier echoed National Grid's position above and added that, if new development was broadly in line with historical development requirements, it foresaw no issues of supply, though costing issues would await site by site discussion. Again, the detailed site issues relating to supply

ware anticipated through site allocations DPD work.

Open Space – (*Supp 6.4, pages 38 – 39 and Explanatory Paper attached at appendix 3 to Mater 9 to answer to issue 9.4*) this is described in more detail in the answer to issue 9.4 below but recently updated research on this matter has identified the need to upgrade various elements of local provision.

Flooding - (*Supp 6.4, page 27*). The Environment Agency has indicated that it considers this issue to be managed through the authority's Strategic Flood Risk Assessment (SFRA) (*see Supp 4.22*). In terms of the Core Strategy's levels and distribution of development and their revisions in relation to updated evidence, the Agency's consultation responses have not indicated any fundamental concerns. It is anticipated that this matter will be dealt with in more detail as site-specific allocations are developed in future DPDs and informed by the Council's Strategic Flood Risk Assessment (*see Supp 4.22*). They also mention in the 2012 LIP (*see Supp 6.4, page 30*) that there are 3 potential flood defence schemes that could be developed in the area but that these relate solely to flood protection of current properties, and that costings have not yet been developed.

Health and Social Services and Children's Care– (*Supp 6.4, pages 48 – 53, 60 and 59 respectively*) the NHS did not raise fundamental concerns over the levels of development in the 2012 LIP and have not indicated any change to this position in subsequent consultations. However, as mentioned above, (*see answer to issue 9.1 above*) the organisation is currently in the process of re-organisation and therefore continued close liaison will be necessary. In the 2012 LIP response the NHS did indicate that there would be a need for more GPs and nurses but could not yet quantify what costs could be attached to this provision. Social Service and Children's provision-related responses were also broadly supportive with the additional comment that close liaison would be needed to help match likely increases in demand with currently uncertain funding. In recent planning applications in the area, at Land off Henthorn Road, Clitheroe (application 3/2010/0719, as a unilateral undertaking relating to an outline application) obligations negotiations brought forward £156,000 towards the construction of a PCT facility, doctors' surgery.

Police (*Supp 6.4, pages 60 - 61*) LIP related research revealed that recent reforms to local provision were anticipated to be able to accommodate the future demands on police provision in the Borough within the Core Strategy and subsequent consultations have not revealed any change to this position.

Ambulance and Fire Services – (*Supp 6.4, pages 62 – 65*) consultations within the LIP research, and subsequent wider Core Strategy consultations, have not revealed any indication that these services will not be able to deal with the increased levels of demand that would result from development proposed within the Core Strategy.

Community and Cultural Infrastructure– These categories cover a wide variety of provision including Post Offices (*Supp 6.4, page 54*), Libraries (*page 56*), Museums (*page 67*), Theatres (*page 67*), Community Centres (*pages 58 – 59*), and Cemeteries (*page 65*). The LIP responses indicated that overall provision was considered by the providers to be capable of accommodating future growth and in some cases, for

instance in the recent upgrading of the Castle Museum and the opening of the Grand Theatre and performance space in Clitheroe, local provision had recently been improved. Sport, recreation and leisure facilities are dealt with within the Open Space, Sport and Recreation Explanatory Paper at Appendix 3 to Matter 9.

Telecoms – (*Supp 6.4, pages 34 – 35*) describes the current County Council initiative to begin to address poor fast broadband connectivity in the rural parts of the County such as Ribble Valley. This will involve a partnership with BT to upgrade provision in the rural areas over the coming years. Also further private sector provision may follow the increased market new development may create. The Authority has consulted with the Mobile Phone Operators umbrella group throughout the development of the Core strategy and receives regular updates on anticipated future provision of new masts from them. They do not indicate any inability to provide for future needs.

Waste Management – (*Supp 6.4 ref pages 31 – 33.*) The County Council, through the Minerals and Waste Core Strategy (*Supp 3.5*) and more recent Site Allocations document (*Post 7.10.1 and Post 7.10.2*) describe future planned provision in terms of both these issues. The Allocations document (*see Post 7.10.2 - Site Allocations and Development Management Policies, Part 2, pages 50 –51*) includes predictions for the future production of waste and allocates sites for facilities to process the various different streams, including a specific allocation within Ribble Valley at Salthill in Clitheroe for a local (as opposed to strategic scale) built waste facility that is anticipated to be a private sector initiative. As yet there are no costings available for such a facility. The local authority works in conjunction with the County Council over other waste matters and indicates that it will keep under review the potential demands of increased housing proposed in the Core Strategy on the provision of household waste re-cycling centres. There are no intentions to create any landfill sites in the area within the plan.

Minerals – again the relevant documents are the County Council's Minerals and Waste Core Strategy and Allocations documents (*see Supp 3.5 and Post 7.10.1 and 7.10.2*). While there are no anticipated extensions to current permissions for minerals in the area, the presence of significant Minerals Safeguarding Areas (MSAs) in the Borough means that future development on sites within MSAs will be subject to various minerals related policies relating to unnecessary sterilisation of mineral resources. Most important is Policy M2 within the Allocations document Part 1 (*see Post 7.10.1, section 6.2*) which specifically relates to criteria to be applied to development within MSAs. The Standen strategic site is not on within such areas but the MSAs are a part of the screening process within the SHLAA (*Post 5.18*) and will play a part in future allocations DPD site selection.

9.3 Does the Plan include strategic policies to deliver the provision of infrastructure, and plan positively for infrastructure, as required by the NPPF (notably in paragraphs 156 and 157)?

Council's Response:

The Core Strategy describes relevant infrastructure issues in Chapter 8 – Delivery

Mechanisms and Infrastructure (*Post 5.14, Chapter 8, pages 75-81*). This makes clear that detailed delivery will depend on close liaison between the authority and the various providers. As an example of this Section 8.12 makes clear the importance of the County Council as the highway authority and the importance of its Local Transport Plan (*LTP, see Supps 3.13 and 3.14*) to Core Strategy infrastructure issues. The authority has made contributions to the development of the LTP and has regularly consulted the County Council on highway implications of the Core Strategy.

It also describes the general terms of the authority's planning obligations approach in relation to a wide variety of infrastructure provision, including a prioritisation of particularly important elements within Key Statement DMI 1: Planning Obligations (*see Chapter 8, Page 78, section 8.10*), such as highway safety, open space and education provision. These priorities were agreed by the Council in 2008 (*see Supp 4.25*) and have emerged as concerns within the local community through various subsequent Core Strategy consultations. Policy DM1 also emphasises the need for obligations for infrastructure to sit within an overall viability context.

As mentioned above in answer to 9.2, as recent example of this approach across both priority and other obligations, an application for land off Henthorn Road, Clitheroe (application 3/2010/0719, as unilateral undertaking relating to an outline application) brought forward obligations of £1.4 million for education provision together with £156,000 towards the construction of a PCT facility, doctors' surgery.

The Core Strategy's approach to infrastructure issues has taken on board a variety of comments that have emerged from Regulation 19 responses (*See Sub1.2, references 8,10, 17, 18, 30, 32 and 34 and with regard to development management policies references 36, 40, 42, 44, 46 and 62.*) The Council therefore considers that the Core Strategy contains policies that plan positively for the delivery of infrastructure provision within the constraints of a strategic level document.

9.4 What does the Plan do to ensure that the borough is provided with open space of an appropriate amount, type and quality? Is it supported by a robust and up to date assessment of the needs for open space, sports and recreation facilities as required by the NPPF (particularly paragraph 73)? If not, is it justified and consistent with national policy?

Council's Response:

The Core Strategy has several policies that directly relate to the protection of and future enhancement of various elements of open space, sport and recreation provision. A more detailed outline of the policy background in relation to NPPF, including para 73, and a description of the relevant evidence base is provided in the Open Space, Sport and Recreation Provision Explanatory Paper attached to this answer at appendix 3 to Matter 9.

Core Strategy (*see Sub 5.14, Chapter 10*) Development Management (DM) Policy DMG1 contains elements that relate to open space and recreational issues such as Rights of Way (bullet 7), the potential loss of open space and sports fields (bullet 16), and public amenity (bullet 14). DM policy DMG3 (*Post 5.14, pages 91 – 92*) relates to pedestrian and cycling access issues while DMB5 (*Post 5.14, page 113*) relates

specifically to footpath and bridleway provision. DM policy DMB4 (*Post 5.14, pages 112 – 113*) specifically relates to the issue of open space provision and sets out the Council's position in relation to public open space and sports facility provision in relation to new development and the criteria that would relate to proposed development on existing open space and sports facilities.

The biodiversity and green infrastructure related aspects of open space and its wider recreational value are present within Key Statement EN4 (*Post 5.14, page 50*).

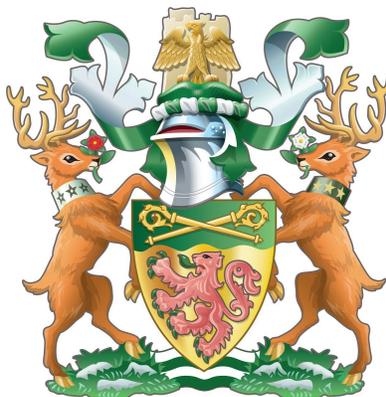
Within the Delivery Mechanisms and Infrastructure Chapter (*Chapter 8*) Open Space provision is one of four specifically prioritised elements, an indication of the importance the Strategy places on its provision and enhancement.

Underlying these policy positions is a variety of evidence relating to the quantity and quality of current provision and the likely future requirements that will flow from the Core Strategy's proposed levels of development. The Council considers that these together represent a robust and proportionate level of information. They include in-house professional assessments of the quality of outdoor sports provision and play facilities and independent consultancy assessments (*eg see Post 7.14*) of a wide variety of local provision in the context of the emerging Core Strategy, including specific recommendations as to future additions and improvements. These are outlined in more detail within the attached Explanatory Paper referred to above.

End

RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



**Ribble Valley
Borough Council**

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**APPENDIX THREE TO MATTER 9
EXPLANATORY PAPER ON OPEN SPACE**

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Open Space and Sport and Recreation Provision Explanatory Paper (December 2013)

1. INTRODUCTION

This explanatory paper is intended to clarify the Core Strategy evidence base position in relation to the issue of Open Space, Sport and Recreation provision. It outlines the various types of current provision across a wide variety of facilities and sets out a variety of assessments of likely future strategic provision in light of the anticipated population growth implicit within the Submission Core Strategy. As such it underpins the various relevant Key Statements and specific Development Management policies within the Core Strategy and sets out the strategic basis for further research necessary to produce Supplementary Development Plan documents (SPDs) that will inform issues such as Planning Obligations negotiations

Several aspects of Open Space provision are already referred to in the Local Infrastructure Plan (LIP) which was consulted on within the May – June 2012 Regulation 19 Core Strategy consultations and included within the suite of evidence base documents submitted alongside the Submission Version of the Core Strategy.

This paper considers not just the various elements of Open Space as currently or recently defined within the Core Strategy but also other types of provision for sport and recreation, including those that are located within built facilities, such as sports halls and swimming pools.

2. WHAT IS OPEN SPACE? – Definitions, Typologies and Policy Context.

2.1 National Planning Guidance

NPPF para 74 stresses that any proposed development on open space, sports and recreational facilities should be subject to rigorous scrutiny. Wider recreational facilities also include Public Rights of Way that NPPF (para 75) states should be protected and enhanced. Also, on a wider environmental level, open spaces can enhance the natural environment in the form of protected and valued landscapes that also provide biodiversity, green infrastructure and wider ecosystem services (paras 109 and 114).

More specifically (NPPF) para 73 states that,

“Access to high quality open space and opportunities for sport and recreation can make an important contribution to the health and well being of communities. Planning policies should be based on robust and up to date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.”

Previous national planning policy relating to open space, sport and recreation was set out in Planning Policy Guidance (PPG) 17 – “Planning for Open Space, Sport and Recreation” (published in 2002). While the specific policy statement has now been abolished and replaced by the NPPF its accompanying companion guidance “Assessing Needs and Opportunities: a

companion guide to PPG17” has been confirmed by the Department of Communities and Local Government as still currently relevant. In the January 2013 government review of planning guidance it was considered to “contain some useful methodologies but this could be produced as technical guidance by the sector”. Pending the appearance of revised guidance elements of this document have been used in this paper. It is referred to below as “PPG17 Guidance” and has been used to help structure this paper.

Following the 2012 review of planning policy guidance the Government has developed a web- based policy guidance resource that is currently in beta format. In terms of Open Space needs assessment it currently (November 2013) refers enquiries to Sport England (SE). However SE consider that they as a body restrict themselves solely to formal sport provision assessment, relating to specific types of provision such as playing pitches, and do not consider that they can provide any assessment tools about other aspects of open space. Therefore the PPG17 guidance would appear to remain a pragmatic general guide to developing Open Space needs assessment as required within the NPPF.

This states that “local authorities should undertake robust assessments of the existing and future needs of their communities for open space facilities” and set out guidance for local policies on open space to serve new developments, including the establishment of local open space standards to guide those policies. It also covers the protection of existing open spaces and their enhancement through planning obligations.

This guidance recommends a strategic approach and sets out ways that local authorities can undertake assessments and audits of open space. Included in its guiding principles for assessment is the need to define the ‘extent to which open space meets clearly identified local needs and the wider benefits they generate for people, wildlife, biodiversity and the wider environment’. This includes undertaking audits on the quality, quantity and accessibility of existing open spaces to establish needs, assess whether any open space is surplus and to inform the local open space standards required through policy.

PPG17 Guidance (para 2.2) recognises that there are differences between urban and rural areas. It states that, “residents in rural areas cannot realistically expect to have the same level of access to the full range of open spaces and sport and recreation facilities normally available in more densely populated urban areas.” It goes on to acknowledge that rural residents usually have to travel further than most urban residents to some types of provision without clarifying what an acceptable extra travel distance might be.

Open spaces are discussed below using the following PPG17 based typology (PPG17 Guidance para 2.6). This typology identifies several different kinds of open space. This approach also (PPG17 Guidance para 2.4) allots to each element within the overall typology a “primary purpose” while acknowledging that many open spaces are multi-functional. This has the additional benefit of avoiding double counting sites within an audit system. More detailed descriptions of each of the typology’s individual elements are given in PPG17 Guidance Annex A.

PPG 17 Guidance : Types of Open Space and their Primary Purposes.

- **Parks and Gardens** - Accessible, high quality opportunities for informal recreation and community events
- **Natural and Semi-natural Urban Greenspace** – (includes urban woodland) – wildlife conservation, biodiversity and environmental education and awareness
- **Green (Open Space) Corridors** –walking, cycling or horse riding, whether for leisure purposes or travel and opportunities for wildlife migration
- **Amenity Greenspace (Open Space)** – opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas.
- **Outdoor Sports Facilities** – participation in outdoor sports such as pitch sports, tennis, bowls, athletics or countryside and water sports
- **Provision for children and young people** –areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, ball courts, skateboard areas and teenage shelters.
- **Allotments, community gardens and urban farms** – opportunities for those people who wish to grow their own produce as part of the long-term promotion of sustainability, health and social inclusion.
- **Cemeteries, disused churchyards and other burial grounds** – quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity
- **Civic Spaces** – providing a setting for civic buildings, public demonstrations and community events.

It is important to note that, in addition to the elements of Open Space outlined above, this paper also includes an assessment of Indoor Sport and Recreation facilities, which are not dealt with within any descriptions of Open Space within PPG17 and other elements of recreational provision. Consideration of these facilities and provision is given separately elsewhere in this paper.

2.2 National Planning Policy Framework (NPPF)

NPPF defines Open Space as, “All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) that offer important opportunities for sport and recreation and can act as a visual amenity”.

Green Infrastructure is defined in NPPF as a network of multi-functional greenspace, both urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits to local communities. As such it could be regarded as including, though not synonymous with, elements of the Open Space typology within PPG17 Guidance. Green Infrastructure and its relationship to the various elements of this paper is discussed below in 2.5.

NPPF Para 74 also states that “Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.”

The above NPPF position is encompassed within Submission Core Strategy Development Management policy DMB4 Open Space Provision (see 2.4.2 below).

2.3 Ribble Valley District Wide Local Plan (DWLP) 1998 (partly drawn from existing policy G6)

Following a re-consideration including a detailed survey of the 1998 District Wide Local Plan (DWLP) Policy G6 (Essential Open Space) sites in the Borough as a part of evidence gathering in support of the Core Strategy it is not proposed to include such a specific policy in the Strategy but rather that the various issues defined within G6 would be addressed through a variety of Core Strategy Development Management policies including: DMG1 General Considerations; elements of environmental policies such as DME1 Trees and Woodlands; DME2 Landscape and Townscape Protection; DME3 Site and Species Protection; DME4 Protecting Heritage Assets and also other policies, specifically DMB4 Open Space Provision and elements of DMB3 Recreation and Tourism Development and also DMB5 Footpaths and Bridleways.

The survey of the DWLP G6 sites mentioned above will inform future designation of open space areas within the development of the forthcoming Allocations DPD which will contain a series of detailed criteria to enable boundaries to be drawn.

2.4 RV Core Strategy Regulation 22 (Submission version)

The Regulation 19 version of the Core Strategy has been amended in light of consultations held in the summer of 2012 and was submitted to the Secretary of State in preparation for an Examination in Public in late September 2012. Within para 8.7 Delivery Mechanisms it is stated that “Open Space (including all typologies of sport, leisure, green infrastructure and potentially allotments)” be included within matters appropriate for planning obligation contributions. It is intended that this statement be taken to encompass the definitions of open space within this paper and that the reference to all types of green infrastructure should also be taken to be those relevant to this paper, ie those within para 2.5 below.

Within the chapter entitled Delivery Mechanisms and Infrastructure Key Statement DM1 Planning Obligations states that contributions, “either be in kind or in the form of financial contribution” would be negotiated on a site by site basis. Of the list of potential types of contributions set out in para 8.7 of DM1 4 types of contribution are given a priority status,

including Open Space. This prioritisation was formally adopted by the council in December 2008 (Minutes of Planning and Development Committee, 18th December 2008).

Also within the Core Strategy Open Space is implicitly referred to in the Spatial Portrait of the area to acknowledge the importance of the area's high quality and accessible rural environment to its essential character, both for residents and visitors. This is also further emphasised in the Vision for the area and the first Strategic Objective in the Core Strategy relates to the need to respect, protect and enhance the high quality environment and biodiversity the Borough possesses while another Strategic Objective refers to innovating and diversifying the area's sustainable tourism offer, which strongly relies on its environmental assets.

2.4.1 Core Strategy Development Management Policies

On a more specific policy level several aspects of Development Management Policy DMG1- General Considerations relate to the preservation of the area's open spaces and associated amenity values. Most specifically DMG1 refers to development not resulting,

“..in the net loss of important open space, including public and private playing fields, without a robust assessment that the sites are surplus to need.”

and further (in final bullet),

“In assessing this, regard must be had to the level of provision and standard of public open space in the area, the importance of playing fields and the need to protect school playing fields to meet future needs. Regard will also be had to the landscape or townscape of an area and the importance open space has on this”.

DM Policy DMG 3 - Transport and Mobility includes emphasis on the provision of pedestrian and cyclist access to the wider environment. Various Environment policies relate to the protection of the environment and its associated open spaces and protected landscapes, including parks and gardens.

2.4.2 Core Strategy DM policy DMB4 - Open Space Provision

This is a specific policy relating to Open Space and relates to NPPF para 74 requirements (see 2.2 above) and relates to open space definitions derived from PPG17, as mentioned in 2.1 above.

Core Strategy para 10.26 states that, “On all residential sites of over 1 hectare, the layout will be expected to provide adequate and usable public open space. The Council will also negotiate for provision on smaller sites, or seek to secure a contribution towards provision for sport and recreational facilities or public open space within the area where the overall level of supply is inadequate. Any green infrastructure should be multi functional and encourage, where possible, walking and cycling opportunities”.

Core Strategy para 10.27 “The Borough Council will refuse development proposals that involve the loss of existing public open space, including private playing fields, which are in recreational use. In exceptional circumstances, and following a robust assessment, where the

loss of a site is justifiable because of the social and economic benefits a proposed development would bring to the community, consent may be granted where replacement facilities are provided, or where existing facilities elsewhere in the vicinity are substantially upgraded. These must be readily accessible and convenient to users of the former open space areas.

It is important to protect existing recreational areas from development. Within defined settlements public recreational land will be identified on the Proposals Map”.

Also DM Policy DMB5 - Footpaths and Bridleways relates to the retention, maintenance and improvement of the area’s by-ways and unclassified roads while Key Statement DMI 1 Planning Obligations states Open Space as one of four specified priority elements for which planning contributions would be sought as mentioned above.

2.5 Open Space and Other Provision Relating to Green Infrastructure

Many of the different types of open space mentioned within the PPG17 typology are also encompassed within the wider term of Green Infrastructure, which NPPF (glossary) defines as,” a network of multi functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities”.

NPPF (para 114) states that,” Local Planning Authorities should set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure”.

Lancashire County Council’s Mario public web mapping system contains a Green Infrastructure layer defining various types of green infrastructure provision. This detailed map based audit includes the following types of sites that could also be termed open space or recreational provision that fall within the scope of this paper. They are: allotments, cemeteries, church yards and burial grounds, open access land, outdoor sports facilities, parks and public gardens and woodland. These types of site are considered below within the PPG17 typology. The green infrastructure mapping mentioned above is also referred to in the Local Infrastructure Plan (LIP Map 8) submitted as an evidence base document with the Submission Core Strategy.

3. INDIVIDUAL OPEN SPACE TYPOLOGIES and FUTURE NEED ASSESSMENT

3.1 Parks and Gardens

This PPG 17 typology element includes large urban and country parks that offer a wide range of facilities for formal and informal recreation and events. It also includes neighbourhood parks and smaller pocket parks and recreation grounds that offer a more limited range of facilities for informal and formal sport, play and recreation. These sites offer more than just areas for children’s play. Formal gardens are also included and these comprise specifically laid out gardens including memorial gardens that include formal grass areas, floral and permanent landscaping and seating. Within the 2006 Settlement Audit Formal Open Space

was mapped on a ward and settlement level. The Borough was assessed as possessing 92.66 ha of formal open space, including its parks and gardens.

3.1.1 Local Provision in Detail

There are no formally designated Country Parks within the Borough. As a predominantly rural Borough formal public park provision in the urban sense of the term is limited to the two main settlements of Clitheroe and Longridge. The other key service centre of Whalley has no formal park provision. All parks are considered to be well located within their settlements and are well used and it is intended to retain their current protection from development through the application of relevant Development Management policies in the Core Strategy (see 2.4.1 and 2.4.2 above). The provision within the two main centres of Clitheroe and Longridge is described in more detail below.

3.1.1.a Clitheroe

Brungerley Park, dating from 1876, lies in the north-western part of Clitheroe and follows the banks of the Ribble. It is very well used and incorporates a sculpture and nature trail. There is also public parkland within the grounds of Clitheroe Castle in the centre of the town, bought by public subscription in 1920. This includes a memorial to those who lost their lives in the Great War and also contains a rose garden, play area and bowling green. Also in Clitheroe is Edisford Park, which contains a playground, a narrow gauge railway, a café and has footpath access to the banks of the Ribble.

3.1.1 b Longridge

In Longridge there are parks at Kestor Lane Recreation Ground, John Smiths Park and at Mardale Road Playing Fields.

PPG17 Guidance on Parks and Gardens (PPG17 Annex A, paras A2 to A3) indicates that the provision of new parks should be opportunity led and can be created on brownfield sites unsuitable for other types of development and be funded by enabling development on nearby open space that is considered to be in poor condition. The matter of future provision of new formal parks will be kept under review as suitable realistic opportunities present themselves. Current provision and accessibility is considered to be adequate for the needs of the current communities that they service and are able to accommodate future needs proposed within the Core Strategy.

The Council is committed to further detailed analysis of these sites within a wider Facilities Audit and this work is currently being progressed.

3.2 Natural and Semi-Natural Greenspaces

These are defined as less formal sites, such as river valley areas, Local Nature Reserves and woodlands that benefit wildlife conservation, biodiversity and raising environmental education awareness and countryside recreation.

As a largely rural Borough there is ready access, through a dense rights of way network (see 3.11 below), from all settlements to the wider countryside. This contains a wide variety of habitats including river valleys such as the Ribble and Hodder, and a variety of designated

wildlife conservation sites in both the upland and lowland parts of the area including Local Nature Reserves and SSSIs. These are outlined within the LIP (Page 39.)

In addition, though also incorporating some of the above sites, over 70% of the area of the Borough is also designated within the Forest of Bowland AONB and is managed for a variety of purposes including public access and environmental awareness. The detail of this latter is within the AONB Management Plan, also a part of the Submitted Core Strategy evidence base.

PPG17 (A6) indicates that, broadly speaking, planning for new natural greenspace in established urban area should be opportunity-led. In other areas and in general it goes on to state that these sites are intended to provide habitats that will enhance local biodiversity through Local Biodiversity Action Plans (LBAPs) and that planning authorities can assist in achieving the aims of the LBAPs by promoting the provision, protection and enhancement of natural and semi natural greenspace.

The Submission Core Strategy Key Statement EN4 specifically commits the Borough to a policy of protection of Lancashire Biodiversity Action Plan (LBAP) priority habitats and species among protection of a wider variety of sites designated for environmental purposes such as SSSIs, LNRs, County Biological Sites, Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Local Geodiversity Heritage Sites, Ancient Semi-Natural Woodlands, European Directive on Protected Species and Habitats (Annexe 1 Habitats and Annexe 2 Species) and Habitats and Species of Principal Importance in England. The specific details of the relevant LBAPs were included within material submitted with the Submission Core Strategy.

This general policy position is continued in detail within a variety of Development Management policies such as DME1 – Protecting Trees and Woodland; DME2 – Landscape and Townscape Protection and DME3 – Site and Species Protection and Conservation. The latter again specifically mentions the LBAP sites. It is anticipated that new development, whilst benefitting from the accessible greenspace that these sites provide, will be also be managed within the context of the above development management policies to minimize its environmental impact, protect existing biodiversity and where possible enhance it.

As an example of the site by site opportunistic approach to the enhancement of local biodiversity and natural and semi natural greenspace the Council is currently progressing, through Section 106 negotiations, developer funding for the creation of a new Local Nature Reserve in southern Clitheroe based around the disused former mill lodge at Primrose Mill. Within this initiative discussions are taking place for the Lancashire Wildlife Trust to take over the delivery and future management of this site, which will include public access.

3.3 Open Space Green Corridors

PPG 17 defines these as routes for walking, cycling or horse riding whether for leisure purposes or travel and also opportunities for wildlife migration.

PPG17 states (Annex A para A7) that the need for green corridors stems from the need to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and that therefore “there is no sensible way of stating a provision standard...”.

Instead it suggests that planning policies should promote the use of green corridors to link housing to the wider national cycle network, to town centres, places of employment and community facilities (see section 3.12 below in relation to county and Borough Council cycle initiatives) and, as such, provision should be demand led.

However PPG17 Guidance goes on to state that planning authorities should also take opportunities to use established linear routes, such as disused railway lines or canals as green corridors (see sections 3.11 and 3.12 below).

In Core Strategy Key Statement EN4 para 1 the Council seeks to “help develop green corridors” within wider commitments to conserve and enhance the area’s geodiversity and biodiversity while Core Strategy policies such as DMG1 General Considerations and DMG3 Transport and Mobility emphasise the importance of new development making provision for pedestrian, cycling and reduced mobility access; encouraging development at locations that are highly accessible by means other than the car and improving travel choice in relation to walking and cycling.

In relation to cycling the Borough is currently developing a Cycling Strategy for Clitheroe while the County Council is also involved in revising its current Cycling Strategy and other cycle related initiatives as outlined within the LIP (see LIP page 25). This latter includes a proposed disused railway line cycle route south of Read that would also link into wider cycle networks. Further detail on the above is outlined in section 3.11 Accessible Countryside in the Urban Fringe below.

Also the development of walking and cycling opportunities, both within and outside green corridor areas, are part of the authority’s on going contributions to the forthcoming East Lancashire Highways and Transport Masterplan (eg within elements mentioned on Masterplan Pages 33 and 34 relating to cycling and wider health and well-being issues).

On a more specific and current level the Council have placed conditions relating to footpath and cycleway improvements within the recently (December 2013) permitted outline application relating to the Standen Strategic site adjacent to Clitheroe.

3.4 Amenity Green Space Open Space

These are sites that provide opportunities for informal activities close to residential areas and improve the visual appearance of residential or other areas. This type includes spaces such as those landscaped areas within housing estates and employment areas, village greens and open spaces along highways that provide visual amenity.

PPG17 Guidance (Annex A para A9 to A11) goes on to define these spaces’ functions as including: enhancing the appearance of developments such as housing or employment sites; providing opportunities for informal activities such as jogging or dog walking and childrens’ play close to home (as opposed to more formal play areas); sunbathing and other informal activities such as places for workers to sit and eat sandwiches and take part in a kick about and also contributing to noise reduction and wind sheltering.

It also goes on to state that while a population-based quantitative standard of forward provision is an acceptable approach, one that took this further by building the open space into

the design of the development from the outset would yield a better result. This latter would be a matter of the detailed appliance of a range of development management policies, such as policies relating to design, to specific applications.

In 2006 the Authority produced a detailed Settlement Audit that, among other matters, surveyed in detail on a ward and settlement level the amount of formal and informal open space in the area and also, from that information, developed an informal open space per head of population statistic on a per head per hectare basis. The definition applied to informal open space was synonymous with the PPG type amenity green space mentioned above. On a Borough wide basis it assessed the area as possessing 92.66 ha of formal open space; 62.1 ha of informal open space and a per head statistic of 0.003 ha of informal open space per person. The audit contained detailed maps of the locations of these spaces.

Given the PPG 17 advice mentioned above it is proposed to carry forward as a general approach the informal open space per head statistic while, through the development management process, building informal open space into development at the design stage wherever possible using the relevant Core Strategy policies including DMB4 Open Space Provision.

It should also be noted that the open space requirements within the Core Strategy have been subjected to a viability analysis within a wider whole plan viability study (see Ribble Valley Viability Study, August 2013) and are considered not to place undue restrictions on potential development.

3.5 Outdoor Sports Facilities

PPG 17 regards this category of site accommodating outdoor sports including pitch sports, tennis, bowls and athletics.

PPG17 Guidance (Annex A para A8) states that outdoor sports provision is normally demand-led and therefore it is appropriate to use a population based quantity standard to predict forward supply, but also that this also needs to be applied flexibly in rural areas to reflect local aspirations. It goes on to state that converting demand into participation also needs to take account of the accessibility and quality of current provision and needs to acknowledge its overall cost effectiveness.

In addition to the above the recently launched Planning Policy Guidance website, currently in beta format, contains some additional guidance on assessing Open Space. This is referred to below.

3.5.1 Ribble Valley Facilities Review (Lancashire Sport Partnership, December 2013)

In assessing in more detail the current provision and future anticipated need for such a wide variety of facilities and sites the Authority commissioned a specific review of the local sports facility offer from Lancashire Sport Partnership (LSP) initially in August 2012 and updated in December 2013. The full report is appended as Appendix 1 and this report is subsequently referred to as the LSP report. This used the Sport England (SE) Active Places Power analysis tool to provide an overview of the types, location and counts of the key sporting facilities in the Borough. In addition the report used a nearest neighbour (local authority

peer) analysis as identified by the CIPFA (Chartered Institute of Public Finance) to provide a benchmarking comparison. In addition the report included a SE modelled indication of the facilities per thousand, where such a measure exists within currently available statistical sources, that would be needed to provide for the demand flowing from the Core Strategy up to 2028 (see LSP Report para 1.a).

It also included indications of the quality and value of these facilities to the local population. In certain cases this qualitative assessment has been supplemented by information from RVBC officer audits. The LSP report included consideration of Ribble Valley's current levels of participation in sport, a health profile and a general supply and demand balance involving all the various recreation and sport market segments. The analysis included a breakdown of individual facilities by ward and an assessment of their collective condition and accessibility. This analysis took into account the levels of future housing provision indicated within the Submission version of the Core Strategy. The report concluded with a series of recommendations as to future provision.

In addition certain categories of site were additionally subjected to a detailed quality assessment on a pitch by pitch basis by Ribble Valley BC Sports Officers and these are mentioned where relevant below.

An important general point that has arisen from these various audits is that no current outdoor sports provision is regarded as surplus to current general needs.

Levels of Participation, Health Profile and Supply and Demand Balance

(from LSP Report, Section 3, pages 25 – 37)

In terms of levels of participation Ribble Valley residents are typically physically active and engaged in sport on a regular basis with residents participating 3 or more times a week, above both national and regional levels. Ribble Valley also has below average levels of inactivity. The Borough out performs its national peers and national and regional averages in terms of obesity and costs to the health service as a result of its active and participative population profile.

In terms of anticipated performance (see section 3d, page 33) the Borough's population is performing slightly above where it would be anticipated to be in terms of levels of participation in sport and physical activity. There is considerable skewing to the older age ranges of the population. Increases in affordable housing are anticipated to start to re-balance this skewed age profile with an associated higher demand for facilities associated with younger people such as running tracks.

3.5.2 Current Local Provision

Various typologies of facilities were modelled using a Sport England standard of facilities per 1000 that would be required to service a population the size of, the Ribble Valley. (The full report is included in Appendix 1.

The various elements of this study that relate specifically to Open Spaces as defined within PPG17 Guidance (as opposed to various other kinds of facilities such as indoor and other

built sports facilities such as Health and Fitness Suites or Swimming Pools - which are mentioned in section 3.10) are outlined below.

A. Athletic Tracks (see LSP report page 7)

The Borough has no Athletics facility, although an Athletics club exists which uses facilities at Blackburn. The Sport England model and the North West average per 1000 people is 0.05 facilities. The report suggested that if the Borough were to have Athletics facilities at the above national ratio it would require 2.7 facilities against a current provision of no facilities. It further suggested that the options for the future provision of this facility needed to be examined in more detail but that the Whalley area and a possible linkage with an educational provider (to ensure high usage levels) could be considered.

The Council is currently negotiating with potential local partners on this matter and this will become a part of detailed site based analysis within the forthcoming Housing and Economic development allocations DPD.

B. Full Sized Grass Football Pitches (see LSP report pages 9 – 10)

The Borough's 43 pitches, a high proportion of which are owned and managed by educational facilities, serves the deprived populations well in the Borough and the majority of rural communities outside the main townships. Only 8 of 24 wards have no direct access to these facilities.

The LSP report stated that Sport England has no formal modelled facility number (ie population based formula) for this type of provision but evidence from Lancashire Football Association indicates that there is a latent demand and a shortage of access to full sized, high quality grass pitches for youth and adult games which needs further investigation and continued investment from the operators to maintain existing standards, including that of associated parking, changing and other facilities. The report went on to recommend that consideration should be given to expanding the provision of this facility type.

In relation to the further investigations mentioned above the in-house Ribble Valley Club Football Assessment (see Appendix 2) assessed all local football clubs and using standards based on FA and Institute of Groundsmanship Performance Quality Standards. All local football clubs (juniors and seniors) were canvassed for their views on the quality and quantity of the facilities they used. Some reported pitch shortages others deficiencies in the associated facilities such as changing rooms. Others were happy with their current provision.

In addition the Ribble Valley Sport development team also performed an availability and quality audit, using the same criteria as the above, on local school and community pitches, including football, cricket, rounders and rugby pitches. This is included as Appendix 3.

C. Grass Junior Football Pitches (see LSP report pages 10 – 11)

The Borough has 54 pitches, again a high proportion of which are owned by local educational facilities. These serve the deprived populations in the Borough and the majority of rural communities outside the main towns well with only 6 out of 24 wards having no direct access. Sport England has no modelled facility numbers for this type of provision but evidence from Lancashire Football Association indicates that there is a thriving community of regular users and that there are concerns that some of the facilities are over played and in

need of investment to maintain their current and future condition, though none were stated as surplus to requirements. The report went on to suggest that further significant investment is required to upgrade and maintain the existing stock.

These pitches were also a part of the RVBC assessment mentioned above (3.5.2B) in relation to provision detailed within Appendices 2 and 3.

D Mini Soccer Grass Pitches (LSP report page 12)

The 5 facilities in the Borough are regarded as serving the Borough as a whole well but provision in the rural areas is somewhat lacking with only 2 out of 24 wards having direct access. There is no modelled formula for the provision of this facility type but recent upgrades indicate that current provision is in good condition and that these should be maintained and the development of new facilities of this type in Clitheroe should be considered.

E. Grass Cricket Pitches (see LSP report pages 12 – 13)

All the Borough's 19 facilities are owned and managed by either clubs or educational facilities and are sufficiently well distributed to serve the deprived populations in the Borough well and the key townships. 14 of the 24 wards have no direct access to these facilities, however access and travel times appear to be manageable. There are no Sport England modelled facility numbers for this type of provision but the English Cricket Board indicate that there is a thriving community of regular users across the Borough with provision appearing to be stable and meeting current local demand.

F. Senior Rugby League Grass Pitches (see LSP report pages 13 – 14)

The distribution of this relatively specialised facility for Lancashire (1 club owned facility in total in the Borough) serves the population well in the wider Borough and potentially beyond its boundaries, but is limited for rural communities outside Clitheroe. The LSP report also stated that there is no Sport England ration for this type of provision, but however "given the emerging nature of rugby league this level of facility may be considered a little low". The report did not go on to recommend any additional level of future provision in relation to this type of facility.

G. Senior Rugby Union Grass Pitches

There are 12 facilities, mainly based within education establishments, which have the potential to serve the population in the wider Borough well, but provision is limited for rural communities outside Clitheroe. Access to these facilities by the general public, as they are within a school setting, needs to be confirmed. There are no Sport England ratios for these facility types however feedback from the RFU indicates that the local provision is adequate at present.

H. Rounders Grass Pitches (see LSP report pages 15 – 16)

All 29 facilities are owned by educational facilities and are sufficiently distributed to serve the population in the wider Borough well. Sport England has no facility profile for this type

of provision, however existing information indicates that provision appears to be adequate for current needs.

I. Water Based Synthetic Turf Pitch (see LSP report page 21)

The Borough has one largely hockey based facility, owned by an educational facility, which serves the population of the southern part of the Borough well, but is limited for rural communities. The Sport England ratio for specialised facilities of this type is 0.00 facilities per 1000 population. Ribble Valley has 0.01 facilities per 1000, above both national and regional ratios. It is considered that there are sufficient facilities of this type in the Borough to meet local needs and potentially some need from outside the area.

J. Rubber Crumb Pile Synthetic Turf Pitch (LSP report pages 21 – 22)

There are 2 of these relatively specialised facilities in the Borough, which are mainly used for football and handball and are based in educational facilities. However their distribution serves the population in the wider Borough poorly having a limited offer outside Clitheroe. Sports England's modelled standard for provision is 0.01 facilities per 1000, Ribble Valley's provision lies above this at 0.03. Taking into account the issue of distribution there are sufficient facilities in the Borough to meet local need.

K Sand Based Synthetic Turf Pitch (see LSP report pages 20 – 21)

There are two of these specialised facilities, both within educational settings, but only one is regarded as actually available. The rural population is poorly served by them. The Sport England modelled provision is 0.03 facilities per 1000 population with Ribble valley possessing 0.09 per 1000. Under current access arrangements the report considers that there is sufficient provision.

L. Golf (see LSP report page 22)

The 6 all privately owned facilities within the Borough are sufficiently well distributed to serve the local population well. Sport England national standards are 0.67 facilities per 1000 population, with Ribble Valley having 1.11 facilities per 1000. There are sufficient facilities of this type in the Borough to meet local needs and that of the wider sub region, with some facilities being of an exceptional quality.

In addition the LSP report added that the presence of an artificial ski slope was an additional benefit to the Borough (see page 23).

3.5.3 Comparison with Peer Authorities (see LSP report pages 4 – 5)

Ribble Valley's provision of the following facilities was compared to four "peer authorities": The facility types used for this comparison were: golf, grass pitches, health and fitness suites, indoor tennis centres, ski slopes, sports halls, swimming pools and synthetic turf pitches. The four peer local authorities were Harborough, Maldon, Melton and South Northamptonshire. The implications of this analysis for indoor recreational facilities can be found in section 3.10.

In terms of the above peer comparison outdoor provision Ribble Valley has significantly better numerical provision in terms of grass pitches, comparable provision in terms of synthetic pitches and comparable golf provision. However the analysis also points out that a large proportion of the Ribble Valley provision lies within educational establishments “of which there is considerable uncertainty about the ability of the community to access the facilities when required...”

3.5.4 Summary Overview and Specific LSP Report Recommendations in Relation to Outdoor Recreation Related Facilities.

The Lancashire Sport Partnership December 2013 report stated that broadly the Borough has the appropriate facility mix and capacity to meet its current population level of need and profile. There is an identified need for an Athletics track and evidence that full size football pitches need to be maintained, improved and new facilities to be brought on line. There is also an emerging picture of the Borough’s heavy reliance on education sports provision, which is variable in its accessibility and longevity of tenure for the community.

The proposed increases in the population within the Core Strategy period of 2008 – 2028 will clearly release some funding for new provision, however it is proposed that if Ribble Valley is to meet the challenges of increased demand and diversity of facility type (particularly in rural areas) the Council will need to consider undertaking a strong facilitation and leadership role working with a wide variety of bodies.

In more specific terms the report stated that the Council should give consideration to the development of the following:

3.5.4.1. A specialist Athletics facility including a running track linked to an existing facility such as a school and/or a community club and that Whalley should be considered as a suitable location. As mentioned in 3.5.2 A above the detailed analysis of potential sites for such a facility is appropriately within wider work on the forthcoming Housing and Economic Development DPD. The current and latent demand for athletics in the Borough will be sufficient to sustain this facility and meet future anticipated need. The option of the Ribble Valley Athletics Club operating the facility should be examined.

3.5.4.2. A planned approach, led by the Council, to maintaining, improving and increasing the capacity of full size grass football pitches across the Borough in line with emerging need and rural community requirements. The actual operation of facilities could be by local clubs and social enterprises.

3.5.4.3. Strategically planned and co-located sports facilities in the three key communities of Whalley, Longridge and Clitheroe in line with the total emerging housing capacity and community profile for these areas. Consideration should be given to co-locating existing sports facilities on a single site to find efficiencies of operation eg one shared changing facility; collaboration eg shared school and club facilities and coherence within the community through an identified centre. More detailed work on the exact detail of these facilities and their potential sites will be within the development of the forthcoming Housing and Economic Development DPD.

In addition, while not a recommendation, the LSP report also emphasises that much of the Borough's outdoor and indoor formal sport provision is based within or close to Clitheroe and Longridge (see page 24) and that many local residents travel further to access provision than the national 15 minute travel time threshold within the Sport England modelling tool.

3.6 Provision for Children and Young People

Within the PPG17 typology these are described as areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, multi-use games areas and skate parks.

PPG17 Guidance (Annex A, paras A12 and 13) indicates that provision should encourage interaction and the development of social and movement skills whilst not creating a nuisance to others. It is envisaged that provision should be a mix of "carefully located facilities" including play areas, areas that can be passively supervised from nearby houses, and teenage shelters and more natural areas in which children and others can take part in energetic activities.

The current approach taken by the Council in relation to formal play facility provision in relation to new development is, on sites of over 30 units, for planning contributions to be required to deliver formal provision for younger children within the development and, for developments under this threshold, an off-site contribution aimed at providing monies for older (teenage) play provision, for instance for elements such as skate parks. Both approaches have been successfully used within wider contributions negotiated on a site by site basis.

3.6.1 Formal Play Areas

The individual provision of this type of facility was mapped in detail within the Settlement Audit of 2006 (see informal open space discussed in section 3.4 above) on a settlement and ward basis as a category called "Children's Play Areas". On a Borough wide basis the area possessed 5.54 ha of this facility in 2006.

Information on the distribution and condition of all the area's Play Areas lies within the Ribble Valley Play Strategy 2007 and a more recent (2012) consultant's survey (see Table 2 below) of those specific facilities belonging to the Council.

The 2007 Strategy indicates that children's play areas are delivered by the Borough, Town and Parish councils. Formal play areas tend to be neighbourhood/village based and focus on the under 8s. The strategy states that on a purely geographic basis provision has been adequate for the needs of this age group although there are some concerns over the quality and play value of some facilities.

It is expected that any significant development, such as the proposed Strategic Site in Clitheroe identified within the Submission Core Strategy, would require appropriate provision for this age group, among other issues which would collectively be dealt with

through the development management process, guided by current national and local planning policies.

The Strategy considers that there is a lack, generally, of play facilities for older young people. Whilst it is recognised that such provision is not feasible at the same level as for the under 8's there is a need for a network of such facilities reflecting the main population centres across the Ribble Valley.

3.6.2 Audit of Council Owned Play Facilities (from Ribble Valley Play Strategy Sept 2007)

There are 35 play areas spread across the Borough with the highest concentration being in the main population centres. The best examples however are in outlying villages such as Ribchester and Dunsop Bridge. Ownership is evenly spread with 17 of the facilities being run by the Borough Council and 18 by Parish Councils or independent trusts. There are no significant areas of the Borough without fixed play provision.

The audit states that the quality of play areas varies greatly but there has been a marked improvement in some areas, particularly in village locations. The quality of play areas in villages tends to be linked with the size of the Parish Council and the degree to which they precept to fund children's play. The Play Strategy shows support within the local community for improved activities for teenagers within a General Borough Household Survey (see Play Strategy section 6).

The real driving forces to improvements however are volunteers within their own communities. Local volunteers who are willing to give the time to carry out local consultation, engage with play equipment providers and undertake fund raising have driven nearly all play area improvements. There are examples, such as Sawley, where new play areas have been developed. Sawley is perhaps unique in that it has been constructed next to Sawley Abbey which is a scheduled ancient monument and so had to adopt a much more sensitive approach to the provision of foundations and safety surfacing.

On the whole the play offer is considered to be fairly traditional with most play areas offering the same range of equipment. This is reflected in age range which is predominantly for the under 12's with little in the way of innovation in terms of play value. Inclusive access tends to follow the same pattern. Most play areas have focussed on physical access by providing hard standings between equipment and 'disability friendly' kit. The needs of young people with other conditions such as sensory impairment are largely not catered for.

By far the biggest issues raised by providers are operational. The cost of maintenance and insurance are often cited as concerns, as is a lack of expertise and capacity to carry out safety inspections.

Table 1. Ribble Valley Play Strategy (2007) All Play Facilities Audit – Formal Play Areas

Play Area	Age Range	Inclusive	Equipment Range	Quality	Play Value
Waddington	U12	3	3	4	3
West Bradford	U 12	2	3	3	3
Grindleton	U 12	3	2	4	3
Sawley	U 12	3	3	4	3
Slaidburn	U 12	1	1	2	2
Billington	U 14	1	2	2	2
Langho	U 10	2	2	3	2
Chatburn	U 10	1	2	2	2
Hurst Green	U10	0	1	1	1
Chipping	U 12	3	3	4	3
Gisburn					
Mellor	U 10	1	2	2	2
Read	U 10	1	3	3	2
Ribchester	U 16	3	4	4	4
Rimington	U 12	1	2	2	2
Salesbury	U 10	1	2	3	1
Whalley (Calderstones)	U 8	2	1	3	1
Whalley (Proctors Field)	U 10	1	2	2	2
Whalley (Woodlands Park)	U 8	1	1	1	1
Barrow	U 10	1	2	2	1
Sabden	U 10	1	2	3	2
Clitheroe (Castle)	U 12	3	4	3	3
Clitheroe (Edisford)	U12	2	2	3	2
Clitheroe (Colhurst Drive)	U10	2	1	2	2
Clitheroe (Henthorn Park)	U12	1	2	1	2
Clitheroe (Highfield Road)	U10	2	3	3	3
Clitheroe (Mearley Syke)	U12	2	2	2	2
Clitheroe (Hawthorn Place)	U10	1	2	1	2
Clitheroe (Low Moor)	U 10	1	2	1	2
Clitheroe (Salthill)	U14	2	3	3	3
Clitheroe (Tom Robinson)	U 10	1	2	2	1
Clitheroe (Chester Ave.)	U 12	2	2	2	2
Longridge (Kestor Lane)	U12	2	3	3	3
Longridge (Mardale)	U 10	1	2	2	2
Longridge (John Smiths)	U 10	3	3	3	3
Longridge (Redwood Drive)	U 8	1	1	1	1

The quality criteria above relate to the professional judgement of RVBC Sports Development Officers in the absence of a recognised assessment tool. The scoring against each of the criteria ranges from 0 to 5 with zero offering no evidence of provision to 5 offering adequate or above adequate provision.

Further comments in relation to the above analysis were:

- The age range relates to the age to which the majority of equipment on a play area relates to
- The degree of inclusivity has been assessed on the basis of physical access to the play area itself, accessibility between equipment, equipment design and the range of disability considered.
- Equipment range is an assessment of the type of equipment provided.
- Quality relates to the general standard and cleanliness of the play area, age of equipment and maintenance
- Play value is an assessment of challenge both physically and emotionally, innovative approaches taken and the range of opportunities presented.

Table 2. Ribble Valley Consultant’s Audit of Council Owned and Maintained Play Areas (2012)

Location	Equipment Condition	Recommendations
John Smiths Play Area, Longridge	15 years old, equipment has deteriorated dramatically with most items being dangerous or of low play value. At a point where it is no longer safe.	Close this facility and remove equipment until a decision reached on its future existence.
Salthill Play Area, Clitheroe	Only a few pieces of equipment. In general in fair to good condition	Maintenance required
Castle Play Area, Clitheroe	Wide range of equipment a mostly good condition though three items are in a poor state. In general still of good play value	Maintenance/repair required to various items
Henthorn Road Play Area, Clitheroe	Equipment has stood up to some relatively robust usage fairly well with a few exceptions. Mostly in fair to good condition.	Renew and repair individual items. Remove one item
Low Moor Play Area, Clitheroe	In good condition with one item which has been removed	Maintenance required

Edisford Play Area, Clitheroe	Good to fair condition	Maintenance required
Highfield Play Area, Clitheroe	Equipment in varied condition ranging from good to very poor	Replace two items, repair others and maintain
Hawthorn Place Play Area, Clitheroe	Equipment in excellent condition	Appears not to be used.
Colthirst Drive Play Area, Clitheroe	Equipment in fair to good condition	Repair and maintain
Mearley Syke Play Area, Clitheroe	Equipment in mainly good condition apart from one item and some surfacing	Remove rocker item and repair and maintain
Kestor Lane Play Area, Longridge	Wide range of equipment most of which is still of good play value.	Remove high level timber trail and repair and maintain
Mardale Road Play Area, Longridge	With the exception of one item equipment appears to be in good order with a good play value	Remove wheelchair roundabout and replace with a more modern unit and remove balance beam. Repair and maintain remainder
Redwood Drive Play Area, Longridge	Equipment in good condition with good play value but only three items.	Repair and maintain
Woodlands Play Area, Calderstones, Whalley	All items in good condition	Repair and maintain
Proctors Field Play Area, Whalley	Equipment in reasonably good condition with an average to good play value.	Repair and maintain
Woodlands Drive Play Area, Whalley	Equipment in very good condition	Maintain. Possibly underused.
Fieldens Farm Play Area, Mellor Brook	Equipment in good condition	Has only two items and size and location requires serious consideration as to its possible future
Washbrook Close Play Area, Barrow.	Equipment in good order with a good play value	Repair and maintain

3.6.3 Skate Parks (from Ribble Valley Play Strategy Sept 2007)

The Borough has two skate parks, located in Clitheroe and Longridge. The Clitheroe facility was built and is operated by the Lancaster Foundation, a Christian charitable organisation. Provision of the park was in response to young people who felt there were no facilities for teenagers and from a range of organisations who felt a facility should be provided, both from a safety and an anti-social behaviour perspective. The Skate Park, which is said to be the best in the north-west, has proved to be very popular and well received by the community as a whole.

Longridge also has a skate park, though on a more modest scale, which was developed in the same way as the Clitheroe facility, through requests from young people for somewhere to go and something to do. They were involved in the design of the park and continue, along with a range of agencies, to manage and promote the facility. There is no PPG17 related suggestion of relevant provision of this kind of facility and future provision will be considered as a part of the wider Facilities Audit mentioned above.

3.7 Allotments, Community Gardens and Urban Farms

PPG 17 defines these sites as providing people with the opportunity to grow their own produce as a part of the long-term promotion of sustainability, health and social inclusion. It recommends that provision be guided by local demand. There is no absolute standard size for allotments and therefore absolute future land requirements will be guided by a variety of locally based factors.

The acknowledged benefits of allotments include not just food growing but improved physical health and exercise and mental health benefits; improved social wellbeing and networking; increased educational awareness of environmental sustainability and carbon reduction through reduced food transportation costs. After a period of national decline interest in allotments has recently increased and demand for new plots has significantly improved. In some cases demand has resulted in waiting lists being closed, thus limiting a full understanding of true demand.

Within Ribble Valley provision is through Parish and Town Councils leasing land from either or both Borough Council and private landowners. These same Parish/Town Councils also hold lists of current holders and waiting lists of prospective holders. The Borough Council leases land that is used for allotments to Longridge Town Council and Ribchester and Grindleton Parish Councils. There are currently 250 allotments in total in the Borough with no current vacancies. The current general provision of sites and their landownership within Ribble Valley is listed in Table 1 below.

Table 1. Allotment Sites in Ribble Valley.

- Preston Road Longridge (landowner: United Utilities)
- Off Greenside, Ribchester (Parish)
- Low Moor, Clitheroe (Private)
- Tennyson Avenue, Read (United Reform Church)
- Greenfield Avenue, Chatburn
- Mellor Lane, Mellor (Methodist Church)
- Stonygate Lane, Ribchester (Private)
- Whalley Road, Barrow (Private)
- Waddow View, Waddington (Parish)
- Behind Craven Heifer, Whalley Road, Clitheroe (Brewery)
- West View, Clitheroe (Town Council)
- Off Whalley Road, Clitheroe (Town Council)
- Hayhurst Street, Clitheroe (Town Council)
- Off Hambleton View, Read (Parish Council)
- Whalley Road, Simonstone
- Windsor Avenue, Longridge (Town Council)
- Whalley Road, Sabden (Private Farmer)
- Sawley Road, Chatburn (Parish)
- Off Main Street, Grindleton (Parish)
- Milthorne, Clitheroe (Town Council)
- Whalley Abbey (Abbey)

Work done by the New Local Government Network and consultation with the local Parish and Town Councils and Community Groups indicates that there is significant current demand for extra allotments. The local waiting lists held by Parish and Town Councils have all been closed, some for a significant time, making an absolute quantitative assessment of current need difficult.

The above research also indicates that there are several sites that have been identified by local Parish Councils and local groups as available to fulfil this extra demand, either on sites that were allotments or on privately owned sites where landowners are prepared to negotiate short term lettings. These sites are listed below in Table 2 below.

Table 2. Potential New Allotment Sites

- Off Waddington Street, West Bradford
- Showground, Longridge
- Highfield Playing Fields, Longridge
- Off Watt Street, Sabden
- Salthill, Clitheroe
- Edisford Caravan Club, Clitheroe
- Cemetery Extension, Clitheroe
- Castle Grounds Compound, Clitheroe

In addition there is also a demand for sites in the following parishes but as yet no sites have been forthcoming: Ribchester, Dunsop Bridge, Gisburn, Mellor, Chatburn, Read, Billington, Whalley, Pendleton and Simonstone. Also recent research done within the Ribble Valley Community Food Growing Initiative has also revealed that 25 primary schools have shown a positive interest in or already have developed a food growing site on their school grounds.

3.8 Cemeteries, Disused Churchyards and other Burial Grounds.

PPG 17 typology defines these as sites for quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity)

The only Council owned burial area in the Ribble Valley is the Waddington Road Cemetery in Clitheroe. The cemetery services provide for traditional burials, Muslim burials, woodland burials and the burial of cremated remains. There is also an arboretum which has been created at Clitheroe Cemetery to meet increased demand for commemorative trees.

In October 2010 Ribble Valley Borough Council acquired an additional nine acres of land at Waddington Road, Clitheroe adjacent to the existing cemetery. This is considered by the Council to be adequate for anticipated need well into the future and consequently no further provision is planned.

3.9 Civic and Market Squares and Other Hard Surfaced Areas Designed for Pedestrians

PPG 17 considers that these sites provide a setting for civic buildings, public demonstrations and community events. PPG17 guidance (Annex A para A17) states that these are normally provide on an opportunistic and urban design led basis. Therefore future provision is considered to be through local plan led urban design frameworks and in general terms the development management process. In Ribble Valley terms recent work on the Clitheroe Masterplan (2010), submitted as part of the evidence base to the Submission Core Strategy, has included draft suggestions for improving some of the town's central public spaces including the Castle Street and market Place areas.

3.10 Indoor Sport and Recreational Facilities

This category of provision includes indoor recreational facilities not immediately associated with an outdoor related facility. Facilities specifically associated with outdoor provision would include elements such as changing rooms associated with outdoor football pitches etc and are dealt with above in section 3.5.

Whilst outdoor sports provision is mentioned above within the broader definitions of open space (see section 3.5 above) this paper also needs to consider the wider none outdoor sports and recreation situation. A significant part of this relates to indoor facilities. These facility types were also included within the Lancashire Sport Partnership (LSP) report of December 2013 described above in section 3.5 which included recommendations future provision.

The Sport England Active Places Power analysis tool was used to provide an overview of the types, location and counts of the key indoor sporting facilities in the Borough on a ward basis. Further analysis used a nearest neighbour local authority peer methodology to provide

benchmarking. In addition the various facilities were modelled using a Sport England standard of facilities per 1000 that would be required to service a population the size of, but not the distribution of, the Ribble Valley, and taking into account the likely future demand flowing from the Core Strategy developments to 2028. . The full LSP report is included in Appendix 1.

As with outdoor sports provision it should be noted that current evidence points out that no element of current provision is judged to be surplus to requirements.

3.10.1 Health and Fitness Suites

There are 10 such facilities in the Borough all refurbished within the last 10 years. These are generally available through a pay and play model with only one being solely for private use. The distribution across the area serves deprived communities well, except the rural communities, with 16 of 24 wards having no direct access. Sport England's ratio of provision per 1000 is 5.88, Ribble Valley's comparative ratio being 4.71.

Provision is judged to be low and distribution limited, particularly in rural areas, and provision needs to rise by 63 stations to meet Sport England averages. Provision could be via third party rather than directly by the local authority.

3.10.2 Indoor Tennis Centre

The Borough possesses 1 facility of this type, which is Council owned and in good condition. This serves the wider Borough well but is limited for rural areas outside Clitheroe. The Sport England ratio for such facilities is 0.03 per 1000 population, with Ribble Valley lying above this at 0.04. Based on this the Borough has an adequate if not slight oversupply of provision which may allow it to serve a market beyond its boundaries.

3.10.3 Main Sports Hall

There are 9 facilities in the Borough, all but one under educational ownership, serving the population well in general terms but limited in distribution for the more rural parts of the area with 14 of 24 wards having no direct access. Sport England average ratios per 1000 population are 80m² per 1000 with Ribble Valley at 95m² per 1000. It should however be noted that these facilities are mostly in educational settings and access to them is variable due to a variety of factors including curriculum provision and school management requirements. An apparent over-provision actually masks low levels of real effective provision, particularly in rural areas. A full and detailed analysis of the available provision needs to be undertaken to determine the true level of Community access to school based sports provision.

This work will be within the Facilities Audit that the Council's Sport Development section will be undertaking.

3.10.4 Activity Sports Hall

There are 7 facilities in the Borough. The distribution provides limited value and opportunity to the wider population of the Borough but serves local communities well. Sport England has no specific guidelines for this facility type, which is complementary to main hall provision.

Provision should be examined further in relation to the more rural parts of the Borough. It is possible that there is unidentified additional provision within some local community halls.

3.10.5 Main Swimming Pool

There are 2 facilities in the Borough, one owned by the local authority the other by an educational institution. They are limited both in their capacity and in their access by the area's population, particularly those in the more isolated parts of the Borough. Sport England's modelled ratio per 1000 people for such facilities is 13m² per 1000, Ribble Valley has a ratio of 11.79m². It must be stressed that half the local facilities are in educational ownership and access is very restricted for the local population. However Ribble Valley residents do have access to facilities in neighbouring local authority areas that supplements the need for further local provision.

The assessment by Lancashire Sport Partnership found that realistically the Borough therefore has 1 main swimming pool to service its population, a level of provision that falls well short of the national average and what can be considered realistic travel times for the rural populations. It should also be noted that the Borough's population can access 7 swimming pools in neighbouring authorities within a 30 minute travel time and that, when combined with the local provision, these met the Borough's overall needs.

3.10.6 Swimming Pool – Learner/Teaching/Training

There are 3 facilities in the Borough, 2 of which are in private ownership. The facilities are limited in their capacity and access by the Borough's population, particularly for the area's more isolated rural communities. Sport England's modelled ratio per 1000 population is combined with the main pool provision to give an overall ratio of 18.9 sq m, Ribble Valley's comparative ratio is 4m². This secondary learner based provision gives an additional 2 locations to the main pools but comprises relatively small facilities. A planning permission for another teaching facility in Longridge has recently been granted. Given this recent permission Lancashire Sport Partnership consider that local provision now meets the national Sport England average.

3.10.7 Recommendations for Future Provision in Relation to Indoor Recreation

The LSP report recommends that the Council should consider increasing health and fitness suite provision in line with current population needs by 38 stations based on anticipated population levels and monitor this level in line with anticipated demand. It is also recommended that this new provision be located in areas of poor provision linked to more isolated and remote communities. Lancashire Sport Partnership considers that further detailed examination of existing sports facilities, community facilities (eg Village Halls) and / or encouragement given to private sector partners (eg retirement and hotel facilities) may increase overall provision and distribution in line with need and the older age profile of the area.

3.11 Accessible Countryside in the Urban Fringe

Although not a specifically defined Open Space type within the PPG17 approach, the general accessibility of various typologies of sites is an important underlying element in the

Borough's effective provision of open space, sport and recreation. As a predominantly rural area the Borough possesses large areas of accessible countryside that are widely used for a wide variety of recreational purposes by both residents and visitors to the area. Over 70% of the land area of the Borough lies within the Forest of Bowland AONB, which is managed through a Management Plan that includes objectives relating to public access and quiet recreation. This document was included within other evidence documents included with the Submission version of the Core Strategy. Both the AONB and the wider countryside are connected to local settlements through a dense network of Public Rights of Way (PROW) (see Map 1 below) that is considered to offer good access to all residents, including those living in the larger settlements such as Clitheroe and Longridge. In addition the large areas of upland moor and fell are now designated as Open Access areas under recent legislation, increasing their availability to residents and visitors.

The network is maintained by Lancashire County Council (LCC) as the Highway Authority and RVBC, which retains maintenance responsibilities through a Service Level Agreement with LCC for the parishes of Aughton Bailey and Chaigley, Alston, Balderstone, Billington, Chatburn, Clayton le Dale, Clitheroe, Dilworth, Dinckley, Dutton, Gisburn, Great Mitton, Horton, Hothersall, Little Mitton, Newsholme, Mellor, Osbaldeston, Paythorne, Ramsgrave, Ribchester, Salesbury, Sawley, Thornley with Wheatley, Whalley, Wilpshire and Wiswell.

The currently adopted County Council Rights of Way Improvement Plan (ROWIP) dates from 2005 and is at present being updated. It contains a range of policies relating to rights of way and public access and makes assessments as to the extent that local rights of way meet present and likely future demand, although this will not, given the date of the ROWIP, directly relate to the potential impact or requirements that would flow from proposed specific development within the Ribble Valley Submission Core Strategy. However consultation responses received during the development of the Core Strategy have not indicated any significant strategic concerns relating to rights of way.

The ROWIP also made assessments of the opportunities provided by local rights of way for exercise and other forms of outdoor recreation and accessibility for those with reduced mobility. It was widely consulted on through Local Access Fora and subjected to public consultation.

It contains a number of policies relating to the following themes:

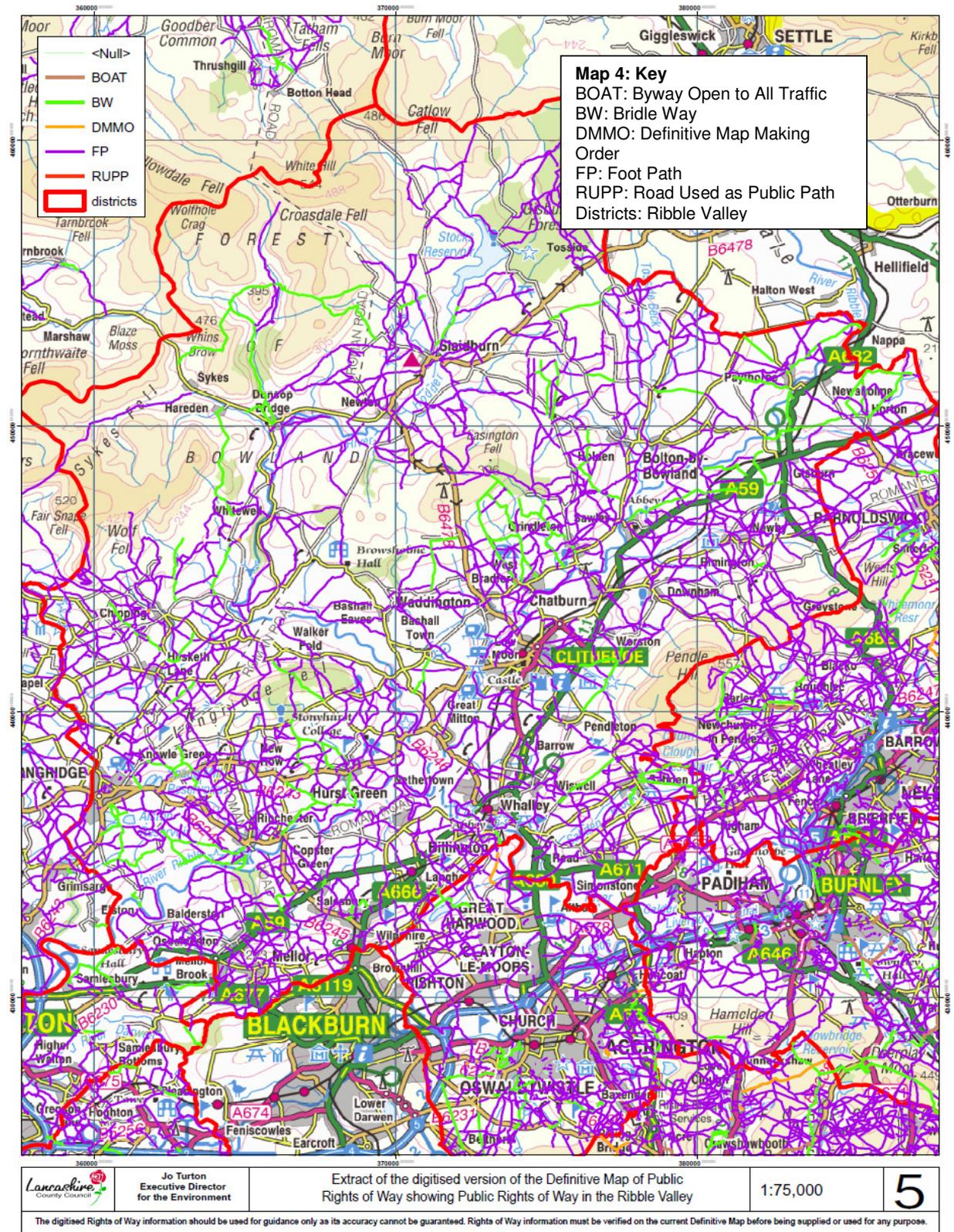
- The maintenance of the Definitive Map
- Inspection and Improvement of the area's ROW
- Education and Information
- Community Links
- Bridleways and Off Road Cycling
- Reduced Mobility and Visually Impaired issues
- Higher Rights and Other Provisions

Many of the above policies are intended as generic across the whole of the County and include policies CCL1 and CCL2 (pages 50 - 51) which outline the ability of the Highway Authority to create new routes in liaison with District Councils. There are few direct references to Ribble Valley in the ROWIP, however in the assessment of areas with a low density of public rights of way, (see page 24-27) the Ribble Valley parishes of Downham, Mearley, Middop, Worston, Bowland Forest High, Bowland Forest Low and Newton were considered to have a low density of provision. The ROWIP policy CCL2 goes on to state that the Highway authority will seek to promote the development of safe routes in areas such as those with least provision and greatest latent demand and using recent legislation to create new routes.

The ROWIP also mentions the Parish Lengthsman Scheme (see ROWIP Page 12) which involves maintenance and environmental projects involving public rights of way. This initiative has now changed and this work now takes place within the Local Delivery Scheme through which Parish and Town Council's either fund Lengthsmen or organise footpath maintenance through private contractors or volunteers.

Also the Quiet Lanes and Greenways around the parishes of Chipping and Slaidburn, designated within the Local Transport Plan of 2001 – 2005, (see ROWIP page 13) remain in place as networks of safe routes for cycling, walking and horse riding.

Map 1 – Public Rights of Way



Source: LCC Countryside Service - Environment Directorate

3.12 Cycle Based Recreational Provision

There are also a number of recreational cycle routes throughout the borough which link into the wider East Lancashire network. These are considered to provide a significant leisure and recreation resource for both existing and new residents. Potential future cycle provision is being co-ordinated through Lancashire County Council (LCC) and in Ribble Valley focuses on the projects listed below:

1. LCC is working with officers at Ribble Valley Borough Council and local cycling groups in and around Clitheroe to develop and improve cycling links between residential areas and the town centre. Work is currently being progressed by the Sports Development section of the Council to develop a Cycle strategy for Clitheroe.
2. LCC is actively pursuing extending the Preston to Grimsargh cycle path in the future to Longridge along either appropriate roads or the disused railway. This would link Longridge to Preston and the employment areas at Red Scar, link Grimsargh with Longridge's schools and services and provide a leisure route.
3. LCC is also actively considering extending the cycle route that currently ends at Padiham through part of the Ribble Valley BC area to Simonstone and the adjacent employment area and ultimately to continue the route further west over the Martholme Viaduct towards Blackburn, although funding for this latter extension is unclear. This would link the employment area at Altham in Hyndburn with Simonstone and provide a high quality leisure route for this part of the Borough. It is anticipated that at a later date links to Read and Whalley could be developed.
4. In addition LCC also intend to pursue improvements to the cycling facilities along the important A59 corridor, which includes the major existing and future employment site at British Aerospace Samesbury and also have aspirations to improve links along the A666, A671 and B6245 corridors, although no detailed plans or funding exists for these at present.
5. It should also be borne in mind that recently new and very successful mountain biking facilities have been constructed in Gisburn Forest with funding from the Forestry Commission and the Ribble valley Local Strategic Partnership.

3.13 Country Parks (LIP)

There are no Country Parks in the Borough. However Stonyhurst College has extensive gardens, which are listed as grade II*.

References.

- Assessing Needs and Opportunities – a Companion Guide to PPG17, ODPM, 2006
- Lancashire County Council Rights of Way Improvement Plan, LCC, 2005
- Ribble Valley Core Strategy 2008 - 2028 A Local Plan for Ribble Valley, Regulation 22 Submission Draft.
- Ribble Valley Local Infrastructure Plan, April 2012
- Ribble Valley Play Strategy, 2007
- Ribble Valley Settlement Audit (Ribble Valley and its Villages – Local Characteristics), 2006
- Ribble Valley Viability Study, August 2013

Appendix 1.



Ribble Valley Facilities Review

Prepared by Lancashire
Sport Partnership for
RVBC (Revised
December 2013)

Author: Adrian Leather, Chief
Executive

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Overview

1. Introduction

a. Remit

The purpose of this short report is to collect and provide, together with a supporting analysis, information on the Sports facility offer for Ribble Valley BC Officers and Members to form a view of the current and anticipated facilities that meet the needs of the current residents and visitors to the Ribble Valley and anticipate demand for the Future. The report will we understand be made available to the public following internal consideration. The report anticipates and responds to the anticipated increase in population resulting from the Planning proposals outlined in the Ribble Valley Core Strategy (August 2013).

b. References for report information

Information for this review has been obtained from Sport England (Active Places Power), the Office for National Statistics (2011 dataset), Trends Business Research Ltd and Mindshare. Lancashire Sport Partnership has provided the analysis and recommendations based upon this information and relevant local intelligence.

2. Current facilities overview

a. Facilities summary

The Active Places Power tool has been used to provide an overview of the types, location and counts of the key sporting facilities in the Ribble Valley. In providing the analysis I have used a nearest neighbour (peer) analysis as identified by the CIPFA (Chartered Institute of Public Health and Finance) to provide a benchmarking comparison. I have also provided a Sport England modelled indication of the facilities per 1000 (where possible) that would be required to service of the population of the size (but not the distribution) of the Ribble Valley. I have also provided some indications of quality and value to the local and in some cases sub regional populations as appropriate.

Calculations of sport facility provision are based upon an expected increase by 2028 of 11,500 to the Ribble Valley population (based on Core Strategy profile). Currently; 78% of Ribble Valley population are aged 16 years and over, amounting to 44,700 people, based upon this ratio; the projected 2028 population aged 16 years and over for the Ribble Valley utilised within this document is 53, 670. The age 16 years and over population is the benchmark measure used to model access ratios per 1000 of population.

Headline summary comparison by Local Authority peer.

	Ribble Valley (Total)	Harborough	Maldon	Melton	South Northamptonshire
Population	53.6	65.7	48.7	36.8	69.2
Facility Type					
Golf	6	6	13	5	9
Grass Pitches	211*	77	44	34	126
Health and Fitness Suite	10	7	7	8	13
Indoor Tennis Centre	1	1	1	0	0
Ski Slopes	2	0	0	0	0
Sports Hall	16*	13	11	9	27
Swimming Pool	5*	5	8	5	6
Synthetic Turf Pitch	8*	6	3	1	5
Total	259*	115	87	62	186

*It should be noted that the figures highlighted represent the total facility profile and not those available exclusively for Community use in the Ribble Valley. For example the number of Community use grass pitches in the Ribble Valley is 85, against a total of 211. The reason for this disparity is that many of the facilities are owned and managed by schools and may have significantly restricted use. As an overall guide, approximately 75% of the Ribble Valleys non community facilities fall into this bracket.

Comment: This headline information provides a snapshot overview of the facility total count (as recorded on Active Places). Although figures for Ribble Valley are the highest, this is because of the inflating nature of the number of Grass pitches (Football, Cricket and Rugby) which are recorded in the Borough. It should also be noted that in our estimation nearly three quarters of all the facilities are based in educational establishments of which there is considerable uncertainty about the ability of the Community to access the facilities when required; this will need to be considered on a case by case basis. The following calculations of sports facility

Summary analysis by facility type

The following information analysis by type provides a breakdown of the location of the facility by ward. Each separate facility will count in its own right; for example, two pitches on a single site would count as two pitches for the purposes of this study.

Facility Type : Health and Fitness Suite		
SNO.	Name of Ward	Count in Ward
1	Aighton, Bailey and Chaigley Ward	1
2	Alston and Hothersall Ward	1
3	Billington and Old Langho Ward	1

4	Edisford and Low Moor Ward	1
5	Gisburn, Rimington Ward	1
6	Littlemoor Ward	2
7	Mellor Ward	1
8	St. Mary's Ward	1
9	Whalley Ward	1
Total		10

Condition: The condition of the Leisure facilities offering Health and Fitness provision across the Borough is good; the oldest facility having been refurbished less than 10 years ago.

Access: The facilities are generally available through a pay and play and membership model. Only the Ribblesdale High School and Stonyhurst College facilities are identified as being solely private use.

Comment: The distribution of these facilities (255 stations in total – none Council owned) serves the deprived populations well in the Borough, but not the rural communities outside the main townships. In total 16 of the 24 wards have no direct access to these facilities. The ratio of these facilities per 1000 population is modelled by Sport England at 5.88 stations per 1000 population, with the Ribble Valley currently having 4.71 stations per 1000 (NW average 6.29 /1000).

Summary of current provision in meeting future need

Based on Sport England's national ratio / 1000, (Which excludes the Ribblesdale and Stonyhurst Schools provision), the level of overall stations in the Borough are low and distribution is limited, particularly in rural areas. Overall the numbers of stations needs to rise by 63 overall to meet the Sport England average and consideration needs to be given to the growing population in Clitheroe and wider rural locations. It should be noted that this provision more than any other would lend itself to facilitation rather than direct delivery of the asset; RVBC may consider facilitating this additional provision through a third party e.g. Hotel provider or Social Enterprise on a strategic development basis - particularly with consideration of rural areas.

Facility Type : **Athletic Tracks**

Facility Sub Type : **All**

SNO.	Name of Ward	Count in Ward
		0
	Total	0

Comment: The Borough has no Athletics facility, although an Athletics Club exists (operating from Witton Park Track, Blackburn) The ratio of these facilities per 1000 population is modelled by Sport England at 0.05 facilities per 1000 population, with the Ribble Valley currently having 0.00 facilities per 1000 (NW average 0.05 /1000).

Summary of current provision in meeting future need

Based on Sport England's national ratio / 1000, if the Borough were to have facilities of this type in line with the national and regionally average ratio, 2.7 facilities would need to be considered against the current level of no facilities. The options for this facility need to be examined, however the Whalley area (site availability) and a possible linkage with an educational provider (to ensure high usage levels) need to be considered.

Facility Type : **Indoor Tennis Centre**

Facility Sub Type : **Airhall**

SNO.	Name of Ward	Count in Ward
10	Edisford and Low Moor Ward	1
	Total	1

Condition: The condition of the indoor tennis facility offering Health and Fitness provision across the Borough is good; the oldest facility having been refurbished less than 10 years ago.

Access: The facilities are generally available through a pay and play and membership model. Only the Ribblesdale High School and Stonyhurst College facilities are identified as being solely private use.

Comment: The distribution of this relatively specialised facility (1 Council owned facility in total; providing 2 courts) serves the population well in the wider Borough and potentially beyond its boundaries, but again is limited for rural communities outside Clitheroe. The ratio of these facilities per 1000 population is modelled by Sport England at 0.03 facilities per 1000 population,

with the Ribble Valley currently having 0.04 facilities per 1000 (NW average 0.02 /1000).

Summary of current provision in meeting future need

Based on Sport Englands national ratio / 1000, the Borough has adequate if not a slight oversupply of provision which may allow it to serve a market beyond the Boundaries of the Borough with this relatively specialised provision.

Facility Type : **Grass Pitches**
 Facility Sub Type : **Full sized Football**

SNO.	Name of Ward	Count in Ward
11	Aighton, Bailey and Chaigley Ward	5
12	Alston and Hothersall Ward	3
13	Billington and Old Langho Ward	5
14	Chatburn Ward	1
15	Chipping Ward	3
16	Derby and Thornley Ward	1
17	Edisford and Low Moor Ward	4
18	Langho Ward	2
19	Mellor Ward	1
20	Read and Simonstone Ward	1
21	Ribchester Ward	1
22	Sabden Ward	2
23	Salthill Ward	3
24	St. Mary's Ward	2

25	Waddington and West Bradford Ward	3
26	Whalley Ward	6
Total		43

Comment: The distribution of these facilities (43 pitches in total – high proportion Educational facility owned and managed and 6 are private use only), serves the deprived populations well in the Borough and the majority of rural communities outside the main townships. Only 8 of the 24 wards have no direct access to these facilities.

Summary of current provision in meeting future need

There are no modelled facility numbers of this type by Sport England, however evidence of use from the Lancashire Football Association indicates that there is latent demand and a shortage of access to full sized, high quality grass pitches for Youth and Adult games which will need further investigation and continued investment from the operators to maintain standards of provision (Including associated parking, access and changing facilities). It is recommended that consideration be given to expanding the availability of pitches in the Clitheroe area given the expanding population.

Facility Type : **Grass Pitches**

Facility Sub Type : **Junior Football**

SNO.	Name of Ward	Count in Ward
27	Alston and Hothersall Ward	5
28	Billington and Old Langho Ward	3
29	Bowland, Newton and Slaidburn Ward	1
30	Chipping Ward	2
31	Clayton-le-Dale with Ramsgreave Ward	1
32	Derby and Thornley Ward	3
33	Edisford and Low Moor Ward	8

34	Gisburn, Rimington Ward	1
35	Langho Ward	4
36	Littlemoor Ward	4
37	Mellor Ward	4
38	Primrose Ward	3
39	Read and Simonstone Ward	3
40	Sabden Ward	1
41	Salthill Ward	3
42	Waddington and West Bradford Ward	2
43	Whalley Ward	4
44	Wiswell and Pendleton Ward	2
	Total	54

Comment: The distribution of these facilities (54 pitches in total – of which a high proportion are Educational facility owned and managed and 17 are private use only) serves the deprived populations well in the Borough and the majority of rural communities outside the main townships. Only 6 of the 24 wards have no direct access to these facilities. There are no modelled facility numbers of this type by Sport England, however evidence of use from the Lancashire Football Association indicates that there a thriving community of regular users for this type of facility in the Borough, however there are concerns that some of the facilities are over played and in some cases are in need of investment to maintain their current and future condition.

Summary of current provision in meeting future need

There are no modelled facility numbers of this type by Sport England, however evidence of use from the Lancashire Football Association indicates that there a thriving community of regular users for this type of facility in the Borough, however there are concerns that some of the facilities are over played and in some cases are in need of significant investment to maintain their current and future condition. It is suggested that consideration be given to upgrading and maintaining the existing stock and ensuring access arrangements are secured with Educational partners.

Facility
Type : **Grass Pitches**

Facility
Sub Type : **Mini Soccer**

SNO.	Name of Ward	Count in Ward
45	Mellor Ward	4
46	Langho	1
	Total	5

Comment: The distribution of this specialised facility (5 pitches in total – none of which are private use only) serves the deprived populations well in the Borough yet is somewhat lacking for more rural communities outside the main townships. Only 2 out of the 24 wards have direct access to this type of facility. There are no modelled facility numbers of this type by Sport England, however evidence of use from the Lancashire Football Association indicates that there a Community of regular users for this type of facility in the Borough.

Summary of current provision in meeting future need

There are no modelled facility numbers of this type by Sport England, however evidence of use from the Lancashire Football Association indicates that there a thriving community of regular users for this type of facility in the Borough. The oldest mini soccer pitch was built in 2002 and refurbished in 2003; it is therefore believed that such facilities will be presently in relatively good condition for users. It is suggested that consideration be given to consistently maintaining the existing stock and developing new facilities of this type in the Clitheroe area.

Facility
Type : **Grass Pitches**

Facility
Sub Type : **Cricket**

SNO.	Name of Ward	Count in Ward
45	Aighton, Bailey and Chaigley Ward	4
46	Bowland, Newton and Slaidburn Ward	1
47	Chatburn Ward	1

48	Clayton-le-Dale with Ramsgreave Ward	1
49	Derby and Thornley Ward	2
50	Littlemoor Ward	1
51	Read and Simonstone Ward	1
52	Salthill Ward	3
53	Waddington and West Bradford Ward	2
54	Whalley Ward	2
	Total	19

Comment: The distribution of these facilities (19 pitches in total – all are club and educational facility owned and managed and 1 is private use only) serves the deprived populations well in the Borough and the key townships. In total 14 of the 24 wards have no direct access to these facilities, however access and travel times appear to be manageable.

Summary of current provision in meeting future need:

There are no modelled facility numbers of this type by Sport England, however the English Cricket Board indicate a thriving community of regular users for this type of facility across the Borough with provision appearing to be stable and meeting current local demand.

Facility Type : **Grass Pitches**
Facility Sub Type : **Senior Rugby League**

SNO.	Name of Ward	Count in Ward
55	Littlemoor Ward	1
	Total	1

Comment: The distribution of this relatively specialised facility for Lancashire (1 Club owned facility in total) serves the population well in the wider Borough

and potentially beyond its boundaries, but again is limited for rural communities outside Clitheroe.

Summary of current provision in meeting future need:

There is no Sport England ratio for this facility type, however given the emerging nature of Rugby League this level of facility may be considered a little low; consideration should be given to developing a similar facility elsewhere in the Borough; potentially linking with an educational partner.

Facility Type : **Grass Pitches**
Facility Sub Type : **Senior Rugby Union**

SNO.	Name of Ward	Count in Ward
56	Aighton, Bailey and Chaigley Ward	9
57	Billington and Old Langho Ward	1
58	Littlemoor Ward	1
59	Salthill Ward	1
	Total	12

Comment: The distribution of these facilities (12 facilities in total mainly educationally based and 11 are private use only) has the potential to serve the population well in the wider Borough, but again is limited for rural communities outside Clitheroe. Access to these facilities particularly in the educational setting needs to be confirmed for the wider population.

Summary of current provision in meeting future need:

There are no Sport England ratios for these facilities however feedback from the RFU indicates that the provision is adequate for local need and development at present.

Facility Type : **Grass Pitches**
Facility Sub Type : **Rounders**

SNO.	Name of Ward	Count in Ward
------	--------------	---------------

60	Aighton, Bailey and Chaigley Ward	6
61	Alston and Hothersall Ward	6
62	Chatburn Ward	1
63	Chipping Ward	1
64	Derby and Thornley Ward	3
65	Edisford and Low Moor Ward	3
66	Littlemoor Ward	3
67	Mellor Ward	1
68	Read and Simonstone Ward	2
69	Sabden Ward	1
70	Waddington and West Bradford Ward	1
71	Whalley Ward	1
	Total	29

Comment: The distribution of these facilities (29 all educational facility owned in total and 26 are private use only) serves the population well in the wider Borough.

Summary of current provision in meeting future need:

There are no facilities profiles provided for this facility type by Sport England, however based upon what information we have access to, the provision appears to be adequate for the Boroughs population.

Facility Type : **Sports Hall**

Facility Sub Type : **Main**

SNO.	Name of Ward	Count in Ward
72	Aighton, Bailey and Chaigley Ward	1
73	Alston and Hothersall Ward	2
74	Billington and Old Langho Ward	1
75	Chipping Ward	0
76	Edisford and Low Moor Ward	1
77	Littlemoor Ward	1
78	Salthill Ward	0
79	St. Mary's Ward	1
80	Waddington and West Bradford Ward	1
81	Whalley Ward	1
	Total	9

Comment: The distribution of these facilities (1 Council owned, remainder in educational ownership and 2 are private use only) serves the population well in the wider Borough, but again is limited for more isolated rural communities outside key townships (14 of the 24 wards do not have direct access to these facilities). The ratio of these facilities per 1000 population is modelled by Sport England at 80.71m² of facility per 1000 population, with the Ribble Valley currently having 95.80m² facility per 1000 (NW average 80.18m² /1000). It must be underlined that these facilities are mainly in educational settings and access to the facilities is variable to say the least.

Summary of current provision in meeting future need:

As access to many of the facilities is restricted due to Curriculum provision and school management Committee requirements, the apparent over provision we believe in fact masks considerable low levels of provision; particularly in rural areas. A full and detailed analysis of the available provision for the Borough needs to be undertaken to determine the true level of Community access to school based sports provision, together with consideration of future access and management arrangements which maximise Community need.

Facility Type : **Sports Hall**
 Facility Sub Type : **Activity Hall**

SNO.	Name of Ward	Count in Ward
82	Alston and Hothersall Ward	1
83	Whalley Ward	2
84	Chipping	1
85	Salthill	1
86	Edisford and Low Moor	1
87	Littlemoor	1
Total		7

Comment: The distribution of these facilities (4 educational and 3 community based facilities owned in total, only 1 is private use only) provides limited value and opportunity to the population of the wider Borough, but serves local communities well.

Summary of current provision in meeting future need:

There are no facilities guidance levels provided for this facility by Sport England, however this provision which is complimentary to the main sports hall provision, should be examined to provide additional provision, particularly in more rural areas. Additionally there may also be alternative provision not identified here which may serve as a quasi Sports Hall function e.g. Salesbury Memorial Hall which are not formally recorded in the survey.

Facility Type : **Swimming Pool**
 Facility Sub Type : **Main/General**

SNO.	Name of Ward	Count in Ward
------	--------------	---------------

88	Aighton, Bailey and Chaigley Ward	1
89	Edisford and Low Moor Ward	1
	Total	2

Condition: The Ribblesdale main pool (Council owned) was built in 1972 and refurbished in 2005. The Stonyhurst College pool was built in 1980.

Comment: These facilities (1 Council owned, 1 in educational ownership) are limited in their capacity and access by the Borough population, particularly for more isolated rural communities outside key townships. The ratio of these facilities per 1000 population is modelled by Sport England at 13.07m2 of facility per 1000 population, with the Ribble Valley currently having 11.41m2 facility per 1000 (NW average 11.79m2 /1000). It must be underlined that half of these facilities are in an educational setting and access to the facilities is very restricted for the local population. Ribble Valley residents do access facilities in neighbouring Authority areas which supplements the need for a further Ribble Valley facility.

Summary of current provision in meeting future need: In our assessment, we believe that the Borough has realistically (see above) 1 main swimming pool to service its population. This level of provision falls well short of the national average for the Borough and what can be considered realistic travel times for the rural populations. It should be noted that the Boroughs population can access within a 30 minute travel time neighbouring Boroughs facilities in Lancaster (Hornby and Salt Ayre), Hyndburn (Great Harwood and Accrington), Preston (West View and Fulwood) and Craven (Skipton) in our opinion these meet the Boroughs overall needs.

Facility Type : **Swimming Pool**
Facility Sub Type : **Learner/Teaching/Training**

SNO.	Name of Ward	Count in Ward
90	Billington and Old Langho Ward	1
91	Edisford and Low Moor Ward	1
92	Gisburn, Rimington Ward	1
	Total	3

Condition: The Ribblesdale main pool (Council owned) was built in 1972 and refurbished in 2005. The Gisburn Maree Leisure pool was built in 1997 and refurbished in 2005. The Foxfields Hotel (Langho) was built in 1997.

Comment: These facilities (1 Council owned, 2 in private ownership) are limited in their capacity and access by the Borough population, particularly for more isolated rural communities outside key townships. The ratio of these facilities per 1000 population is modelled by Sport England combined with the main swimming provision (above) at 18.92m² of facility per 1000 population, with the Ribble Valley currently having 04.08m² facility per 1000 (NW average 16.61m² /1000). This secondary provision provides an additional 2 locations to the main pools but are relatively small facilities (40m² and 48m²). We understand that a planning application has recently been submitted for a small pool in Longridge which would serve the local population.

Summary of current provision in meeting future need: If and when the proposed Longridge small pool were to come on line, this would provide a base of provision which would meet the Boroughs needs, bringing the provision up to the Sport England national average.

Facility Type : **Synthetic Turf Pitch**

Facility Sub Type : **Sand Based**

SNO.	Name of Ward	Count in Ward
93	Alston and Hothersall Ward	1
94	Littlemoor Ward	1
	Chipping	1
	Salthill	1
	Edisford and Lowmoor	1
	Total	5

Comment: The distribution of this relatively specialised facility (mainly Football and Hockey, option for Handball), (2 education facilities in total) serves the population poorly in the wider Borough having a limited for rural communities offer outside Clitheroe. We understand that in reality there is only 1 facility that is available for Community use (Longridge High School). The ratio of these facilities per 1000 population is modelled by Sport England at 0.03 facilities per 1000 population, with the Ribble Valley currently having

0.09 facilities per 1000 (NW average 0.03 /1000). There has been a significant increase in these facilities across the Country in recent years due their longevity and versatility, particularly in poor weather conditions.

Summary of current provision in meeting future need: Under current access arrangements there is sufficient provision for the local community of this type in Ribble Valley to meet the local population need.

Facility Type : **Synthetic Turf Pitch**

Facility Sub Type : **Water Based**

SNO.	Name of Ward	Count in Ward
95	Aighton, Bailey and Chaigley Ward	1
Total		1

Comment: The distribution of this relatively specialised (largely Hockey based) facility (1 education owned facility in total) serves the population of the southern Borough well, but again is limited for rural communities. The ratio of these facilities per 1000 population is modelled by Sport England at 0.00 facilities per 1000 population, with the Ribble Valley currently having 0.01 facilities per 1000 (NW average 0.00 /1000).

Summary of current provision in meeting future need: There are sufficient facilities of this type in Ribble Valley to meet the local population need and potentially outside the Borough to a limited degree.

Facility Type : **Synthetic Turf Pitch**

Facility Sub Type : **Rubber crumb pile (3G)**

SNO.	Name of Ward	Count in Ward
96	Salthill Ward	1
97	Whalley Ward	1
Total		2

Comment: The distribution of this relatively specialised facility (mainly Football, option for Handball), (2 education facilities in total) serves the population poorly in the wider Borough, having a limited for rural communities offer outside Clitheroe. The ratio of these facilities per 1000 population is modelled by Sport England at 0.01 facilities per 1000 population, with the Ribble Valley currently having 0.03 facilities per 1000 (NW average 0.01 /1000). There has been a significant increase in these facilities across the Country in years due their longevity and versatility, particularly in poor weather conditions; many facilities have received private and educational investment.

Summary of current provision in meeting future need: There are sufficient facilities of this type in Ribble Valley to meet the local population need although these are poorly distributed.

Facility Type : **Golf**

Facility Sub Type : **Standard**

SNO.	Name of Ward	Count in Ward
98	Aighton, Bailey and Chaigley Ward	1
99	Derby and Thornley Ward	1
100	Langho Ward	1
101	Whalley Ward	1
102	Wilpshire Ward	1
103	Wiswell and Pendleton Ward	1
	Total	6

Comment: The distribution of this popular specialist facility within the Ribble Valley, (6 private facility sites in total) serves the population of the wider Borough well. The ratio of these facilities per 1000 population is modelled by Sport England at 0.67 facilities per 1000 population, with the Ribble Valley currently having 1.11 facilities per 1000 (NW average 0.67 /1000). These facilities must be recognised as being a considerable strength for the Ribble Valley.

Summary of current provision in meeting future need: There are sufficient facilities of this type in Ribble Valley to meet the local population need and

that of the wider sub region, with some of the facilities being of an exceptional quality and offer.

Facility Type : **Ski Slopes**
 Facility Sub Type : **Outdoor Artificial**

SNO.	Name of Ward	Count in Ward
104	Wiswell and Pendleton Ward	2
	Total	2
	Grand Total	199

Comment: The distribution of this very specialised facility (1 private club facility site in total) serves the population well in the wider Borough and has a wider draw outside the Borough. The ratio of these facilities per 1000 population is modelled by Sport England at 0.00 facilities per 1000 population, with the Ribble Valley currently having 0.03 facilities per 1000 (NW average 0.00 /1000). These facilities are very cost intensive and although a strong club, tough indoor provision has weakened the long term future of outdoor artificial ski slopes.

Summary of current provision in meeting future need: There are sufficient facilities of this type in Ribble Valley to meet the local population need and serve some sub regional need.

Changing rooms

The Borough has 100 separate locations for changing facilities across the Borough. These facilities are split approximately 60% Schools, 20% Clubs and commercial Clubs, 10% Private business operations and 10% Local Authority.

The poorest provision according to age of stock associated with facility refurbishment is to be found in the Sport Clubs and Commercial Clubs.

As an overview there are 9 Sports Clubs which operate changing facilities with Cricket pitches across the Borough and 9 Sports Clubs that operate changing facilities with Football pitches across the Borough.

Ribble Valley BC owns two cricket venues with changing facilities (Waddington and Chatburn) and seven football venues with changing facilities (Conway Dr, Kestor Ln, Mardale, Roefield, Sabden, Valley Field and Waddington).

Managing body

The management of the facilities across the Borough is diverse and balanced showing a mature and positive level of Community support and ownership for the operation of Sports Facilities in the Borough. Several collocated facilities may be operated by one managing body.

Management of facility	Number
Local Authority	11
Schools and Colleges	44
Sports Clubs	32
Community Organisations	4
Trust	1

Access and travel times

According to the Sport England mapping tool, only 28 of the total 199 facilities are located in Village / hamlet and Isolated dwelling areas (in excess of 75% of Ribble Valley geographical area).

Based upon a car journey travel time which exceeds 15 minutes (Sport Englands maximum advisory).

It is important to note that this time is to the nearest facility – a number of which will fall outside the Borough.

Facility type	Super Output areas not able to achieve travel time target (193 Super Output areas in Ribble Valley BC)
---------------	--

Athletics track	14
Golf	6
Health & Fitness suites	9
Sports Halls	6
Swimming pools	19
Synthetic pitches	10

Based upon this study, there are considerable areas of the Borough (10%) where swimming pool access is a major concern, although this may be relieved by the introduction of the proposed Longridge pool.

The next major concern is the travel time to the Athletics facility for around 6% of the Boroughs Communities.

3. Current population provision summary

The following data in this section has been sourced from Sport Englands demographic profiling toolkit. The data has been taken from the 2011 ONS dataset.

a. Size and distribution / population demand

Summary: The age 16+ population of the Ribble Valley has fallen by around 2000 individuals over the past 5 years to a low of 44 700 in 2011(actual and not projected figures). This figure represents a 4.1% reduction in the 16+ population over 3 years. These figures are set against a rise in local populations in East Lancashire and the NW region. The Ribble Valley also has a markedly older population compared to its immediate neighbours and the NW and national profiles. The population of the Ribble Valley is economically active with relatively low levels of unemployment and worklessness.

Demographic characteristic count - Age 16+ (000s)

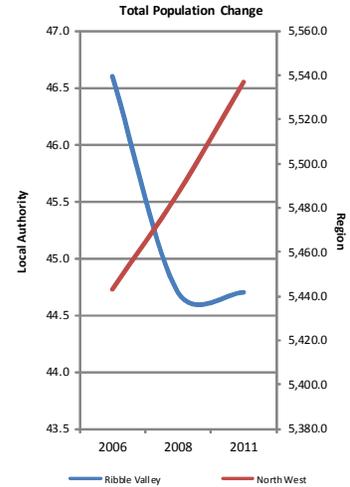
Indicator	Ribble Valley			North West			England		
	2006	2008	2011	2006	2008	2011	2006	2008	2011
Male	23.1	22.9	20.9	2,639.2	2,672.2	2,704.3	19,667.9	20,056.9	20,468.3
Female	23.6	21.8	23.8	2,803.9	2,814.4	2,832.5	20,743.9	21,028.4	21,365.1
Total	46.6	44.7	44.7	5,443.1	5,486.5	5,536.8	40,411.0	41,083.8	41,833.5
16 to 19	1.9	4.2	2.4	374.3	375.0	361.3	2,618.5	2,647.5	2,581.5
20 to 24	2.8	2.8	3.4	464.1	485.2	500.4	3,284.2	3,449.5	3,554.3
25 to 34	2.9	2.8	7.0	825.2	815.5	850.1	6,637.7	6,630.4	6,912.2
35 to 49	14.8	14.5	10.2	1,492.6	1,486.5	1,447.0	11,185.9	11,283.4	11,195.4
50 to 64	13.9	11.8	12.7	1,235.7	1,254.5	1,276.0	8,967.7	9,166.7	9,356.8
65+	10.3	8.6	9.0	1,052.2	1,070.2	1,102.2	7,714.2	7,904.1	8,233.4
White	46.6	44.4	44.7	5,103.0	5,108.0	5,117.0	36,335.5	36,599.9	37,052.0
Non-White	*	*	*	338.8	376.9	419.8	4,046.8	4,457.6	4,781.5
Both DDA & w orklimiting	2.2	2.9	3.5	543.9	544.4	608.8	3,459.3	3,460.7	3,955.1
DDA only disabled	1.4	2.0	2.3	213.7	211.4	242.6	1,568.5	1,649.4	1,779.6
Work-limiting only	1.2	0.9	*	128.8	125.8	147.7	1,027.5	1,014.2	1,133.9
Not disabled	31.5	30.3	29.2	3,503.1	3,532.5	3,435.5	26,628.7	27,043.9	26,731.5
Total	46.6	44.7	44.7	5,443.1	5,486.5	5,536.8	40,411.0	41,083.8	41,833.5

Source: Annual Population Survey Year: 2006, 2008 & 2011

Measure: Number of adult population broken down by gender, age, ethnicity and disability

[For more information click here](#)

NB: * signifies that the entry has been suppressed due to confidentiality or because of sample size and this is the case throughout the spreadsheet



Demographic characteristic proportions - Age 16+

Indicator	Ribble Valley			North West			England		
	2006	2008	2011	2006	2008	2011	2006	2008	2011
Male	49.6%	51.2%	46.8%	48.5%	48.7%	48.8%	48.7%	48.8%	48.9%
Female	50.6%	48.8%	53.2%	51.5%	51.3%	51.2%	51.3%	51.2%	51.1%
16 to 19	4.1%	9.4%	5.4%	6.9%	6.8%	6.5%	6.5%	6.4%	6.2%
20 to 24	6.0%	6.3%	7.6%	8.5%	8.8%	9.0%	8.1%	8.4%	8.5%
25 to 34	6.2%	6.3%	15.7%	15.2%	14.9%	15.4%	16.4%	16.1%	16.5%
35 to 49	31.8%	32.4%	22.8%	27.4%	27.1%	26.1%	27.7%	27.5%	26.8%
50 to 64	29.8%	26.4%	28.4%	22.7%	22.9%	23.0%	22.2%	22.3%	22.4%
65+	22.1%	19.2%	20.1%	19.3%	19.5%	19.9%	19.1%	19.2%	19.7%
White	100.0%	99.3%	100.0%	93.8%	93.1%	92.4%	89.9%	89.1%	88.6%
Non-White	*	*	*	6.2%	6.9%	7.6%	10.0%	10.9%	11.4%
Both DDA & w orklimiting	4.7%	6.5%	7.8%	10.0%	9.9%	11.0%	8.6%	8.4%	9.5%
DDA only disabled	3.0%	4.5%	5.1%	3.9%	3.9%	4.4%	3.9%	4.0%	4.3%
Work-limiting only	2.6%	2.0%	*	2.4%	2.3%	2.7%	2.5%	2.5%	2.7%
Not disabled	67.6%	67.8%	65.3%	64.4%	64.4%	62.0%	65.9%	65.8%	63.9%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

Source: Annual Population Survey Year: 2006, 2008 & 2011

Measure: Proportion of adult population broken down by gender, age, ethnicity and disability

Unemployment as a proportion of economically active (000s)

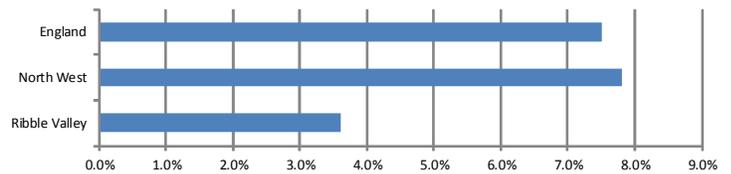
Geography	Unemployed	Economic-ally Active	Rate
Ribble Valley	1.0	29.1	3.6%
North West	262.2	3,382.7	7.8%
England	1,989.5	26,360.8	7.5%

Source: Annual Population Survey Year: 2011

Measure: Number and proportion of adult population that are unemployed and number that are economically active.

[For more information click here](#)

Unemployment Rate as a proportion of Economically Active Pop



b. Levels of participation

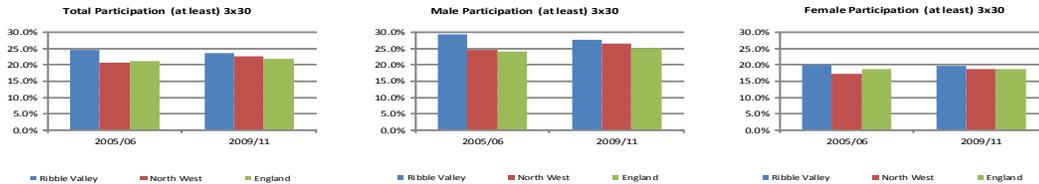
Ribble Valley residents are typically physically active and engaged in sport on a regular basis. The most useful measure for this (NI8) indicates that residents of the Borough participate 3 times or more per week above the NW and national average and that the Borough has lower than average levels of inactivity.

As participation is typically linked with income profile this level of participation is to be anticipated in the Borough.

Adult (16+) Participation in Sport & Active Recreation (formerly N18) by year, frequency and gender

Indicator	Year	Ribble Valley			North West			England		
		All	Male	Female	All	Male	Female	All	Male	Female
0 days / 0x30	2005/06	45.6%	42.6%	48.3%	51.9%	46.1%	57.2%	50.0%	45.1%	54.6%
	2009/11	45.2%	40.2%	49.9%	49.5%	42.9%	55.7%	48.2%	42.2%	54.0%
1-3 days	2005/06	7.3%	-	8.7%	8.0%	8.5%	7.6%	8.8%	9.5%	8.1%
	2009/11	9.2%	9.4%	9.0%	8.1%	8.6%	7.5%	9.1%	9.9%	8.4%
4-7 days / 1x30	2005/06	14.3%	15.0%	13.6%	11.4%	12.0%	10.9%	12.0%	12.8%	11.3%
	2009/11	13.3%	13.9%	12.8%	11.9%	12.9%	10.9%	12.4%	13.5%	11.4%
8-11 days / 2x30	2005/06	8.5%	7.4%	9.5%	7.9%	8.7%	7.1%	8.0%	8.7%	7.3%
	2009/11	8.7%	8.8%	8.5%	8.1%	9.1%	7.1%	8.3%	9.3%	7.4%
12-19 days / 3x30	2005/06	11.3%	15.0%	7.9%	9.6%	10.9%	8.4%	9.6%	10.9%	8.4%
	2009/11	10.8%	12.4%	9.3%	11.1%	12.8%	9.4%	10.6%	12.1%	9.2%
12+ days / 3x30 - N18	2005/06	24.4%	29.3%	20.0%	20.8%	24.6%	17.2%	21.3%	24.0%	18.7%
	2009/11	23.7%	27.7%	19.8%	22.5%	26.4%	18.8%	21.9%	25.2%	18.9%
20+ days / 5x30	2005/06	13.1%	14.3%	12.0%	11.2%	13.7%	8.9%	11.7%	13.1%	10.3%
	2009/11	12.9%	15.4%	10.5%	11.5%	13.6%	9.5%	11.3%	13.1%	9.7%

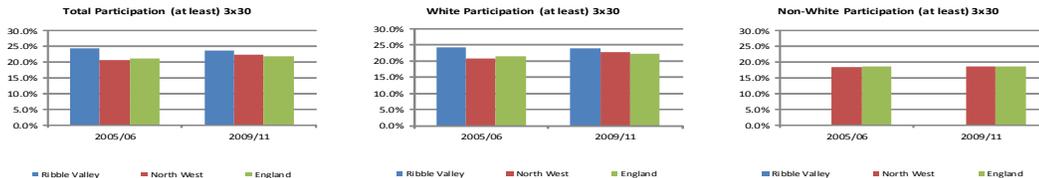
Source: Active People Survey, Year: 2005/06 (APS1), 2009/11 (APS4/5) or 2010/11 (APS5) if LA sample is boosted, Measure: Adult participation
 For more information click here
NB - The most recent data for this local authority is from the APS4/5 Dataset
NB - Former N18 Key Indicator has been highlighted (i.e. 3x30 min sessions or more of moderate intensity activity a week)



Adult (16+) Participation in Sport & Active Recreation (formerly N18) by year, frequency and ethnicity

Indicator	Year	Ribble Valley			North West			England		
		All	White	Non white	All	White	Non white	All	White	Non white
0 days / 0x30	2005/06	45.6%	45.5%	*	51.9%	51.6%	57.4%	50.0%	49.6%	54.3%
	2009/11	45.2%	44.7%	*	49.5%	49.0%	52.9%	48.2%	47.6%	51.8%
1-3 days	2005/06	7.3%	7.3%	*	8.0%	8.1%	7.7%	8.8%	8.8%	9.0%
	2009/11	9.2%	9.3%	*	8.1%	8.0%	9.1%	9.1%	9.1%	9.7%
4-7 days / 1x30	2005/06	14.3%	14.4%	*	11.4%	11.6%	8.6%	12.0%	12.1%	11.2%
	2009/11	13.3%	13.5%	*	11.9%	11.9%	13.0%	12.4%	12.5%	12.0%
8-11 days / 2x30	2005/06	8.5%	8.7%	*	7.9%	7.9%	7.8%	8.0%	8.1%	6.8%
	2009/11	8.7%	8.5%	*	8.1%	8.2%	6.3%	8.3%	8.4%	7.7%
12-19 days / 3x30	2005/06	11.3%	11.3%	*	9.6%	9.6%	9.0%	9.6%	9.6%	9.0%
	2009/11	10.8%	11.0%	*	11.1%	11.1%	9.3%	10.8%	10.8%	9.7%
12+ days / 3x30 - N18	2005/06	24.4%	24.2%	*	20.8%	20.9%	18.5%	21.3%	21.5%	18.7%
	2009/11	23.7%	24.1%	*	22.5%	22.9%	18.7%	21.9%	22.4%	18.8%
20+ days / 5x30	2005/06	13.1%	12.9%	*	11.2%	11.3%	9.5%	11.7%	11.9%	9.7%
	2009/11	12.9%	13.0%	*	11.5%	11.6%	9.4%	11.3%	11.7%	9.1%

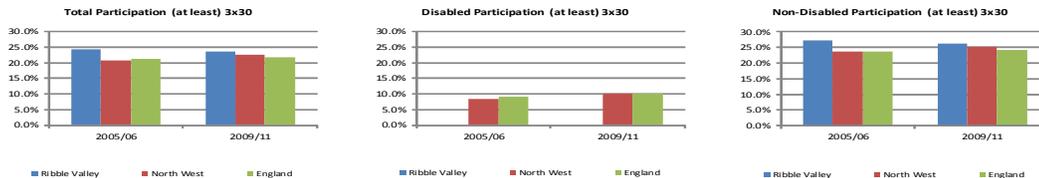
Source: Active People Survey, Year: 2005/06 (APS1), 2009/11 (APS4/5) or 2010/11 (APS5) if LA sample is boosted, Measure: Adult participation
 For more information click here
NB - The most recent data for this local authority is from the APS4/5 Dataset



Adult (16+) Participation in Sport & Active Recreation (formerly N18) by year, frequency and disability

Indicator	Year	Ribble Valley			North West			England		
		All	Limiting disability	No limiting disability	All	Limiting disability	No limiting disability	All	Limiting disability	No limiting disability
0 days / 0x30	2005/06	45.6%	73.5%	40.4%	51.9%	77.6%	46.1%	50.0%	75.7%	45.1%
	2009/11	45.2%	71.0%	41.2%	49.5%	74.8%	44.1%	48.2%	73.0%	43.6%
1-3 days	2005/06	7.3%	-	7.4%	8.0%	4.7%	8.8%	8.8%	5.4%	9.4%
	2009/11	9.2%	-	9.9%	8.1%	4.8%	8.8%	9.1%	5.8%	9.7%
4-7 days / 1x30	2005/06	14.3%	-	15.9%	11.4%	5.6%	12.7%	12.0%	6.2%	13.1%
	2009/11	13.3%	-	13.7%	11.9%	6.2%	13.1%	12.4%	6.9%	13.4%
8-11 days / 2x30	2005/06	8.5%	-	9.1%	7.9%	3.8%	8.8%	8.0%	3.7%	8.7%
	2009/11	8.7%	-	9.1%	8.1%	4.1%	8.9%	8.3%	4.3%	9.1%
12-19 days / 3x30	2005/06	11.3%	-	12.8%	9.6%	3.5%	11.0%	9.6%	3.9%	10.6%
	2009/11	10.8%	-	11.8%	11.1%	5.2%	12.3%	10.6%	4.9%	11.6%
12+ days / 3x30 - N18	2005/06	24.4%	-	27.3%	20.8%	8.3%	23.6%	21.3%	9.0%	23.6%
	2009/11	23.7%	-	26.0%	22.5%	10.2%	25.1%	21.9%	10.1%	24.1%
20+ days / 5x30	2005/06	13.1%	-	14.4%	11.2%	4.8%	12.6%	11.7%	5.1%	12.9%
	2009/11	12.9%	-	14.3%	11.5%	4.9%	12.8%	11.3%	5.2%	12.5%

Source: Active People Survey, Year: 2005/06 (APS1), 2009/11 (APS4/5) or 2010/11 (APS5) if LA sample is boosted, Measure: Adult participation
 For more information click here
NB - The most recent data for this local authority is from the APS4/5 Dataset



Adult (16+) Participation in Sport & Active Recreation (formerly N18) by year, frequency, age band and socio-economic class

Indicator	Year	Ribble Valley									
		All	16-25	26-34	35-54	65+	NS SEC 1-2	NS SEC 3	NS SEC 4	NS SEC 5-8	
0 days / 0x30	2005/06	45.6%	-	-	40.5%	63.1%	37.3%	46.7%	56.2%	52.6%	
	2009/11	45.2%	27.1%	-	33.3%	65.1%	44.1%	43.9%	55.7%	48.8%	
1-3 days	2005/06	7.3%	-	-	8.1%	-	8.8%	-	-	-	
	2009/11	9.2%	-	-	11.4%	-	-	-	-	-	
4-7 days / 1x30	2005/06	14.3%	-	-	14.9%	11.5%	16.3%	-	-	12.4%	
	2009/11	13.3%	24.5%	-	14.0%	10.8%	12.7%	-	-	14.7%	
8-11 days / 2x30	2005/06	8.5%	-	-	10.1%	-	9.6%	-	-	-	
	2009/11	8.7%	-	-	11.3%	-	10.3%	-	-	-	
12-19 days / 3x30	2005/06	11.3%	-	-	12.0%	-	14.9%	-	-	-	
	2009/11	10.8%	-	-	13.5%	-	10.9%	-	-	-	
12+ days / 3x30 - N18	2005/06	24.4%	41.3%	39.7%	25.3%	14.4%	28.3%	-	-	24.8%	
	2009/11	23.7%	28.5%	27.9%	30.0%	13.5%	25.7%	-	-	24.0%	
20+ days / 5x30	2005/06	13.1%	-	-	13.3%	8.2%	13.3%	-	-	15.4%	
	2009/11	12.9%	-	-	16.6%	-	14.8%	-	-	14.9%	

Source: Active People Survey, Year: 2005/06 (APS1), 2009/11 (APS4/5) or 2010/11 (APS5) if LA sample is boosted, Measure: Adult participation
 For more information click here
NB - The most recent data for this local authority is from the APS4/5 Dataset

c. Health profile

Ribble Valley out performs its national peers as well as the NW and the national average in terms of obesity and costs to Health services as a result of its active and participative population profile. This level of health profile and activity is strongly linked to deprivation, an area in which the Borough with its high income levels has a relatively limited profile; however in this study we are not able to account for rural deprivation and access.

Obesity levels in adults and children (000s)

Geography	Adult Obesity		Childhood Obesity	
	Number	Rate	Number	Rate
Ribble Valley	9.2	20.5%	71.0	12.7%
North West	1,292.9	23.4%	13,773.0	19.3%
England	10,106.3	24.2%	93,695.0	18.7%

Source: Department of Health: Year: 2006-2008 (Adults) 2009/10 (Children)

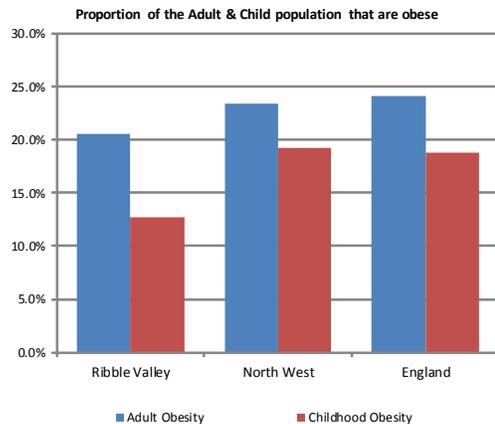
Measure: Number of people & proportion of the adult population and child population that are obese

[For more information click here](#)

Mapping participation and obesity

Maps of modelled medium super output area data for participation in sport and active recreation (3x30) and obesity for the local authority area can be accessed at:

<https://public.sportengland.org>



Life expectancy by gender

Geography	Life Expectancy	
	Male	Female
Ribble Valley	79.2	82.8
North West	76.6	80.8
England	78.3	82.3

Source: Department of Health: Year: 2007-2009 Measure: Life expectancy in years

[For more information click here](#)

Deprivation levels as measured by the Index of Multiple Deprivation (IMD)

Geography	Deprivation 2010
Score in Ribble Valley	9.88
Rank in North West (out of 46)	41
Rank in England (out of 353)	316

Source: Department for Communities and Local Government Year: 2010

Measure: Index of multiple deprivation and rank in region and nation

[For more information click here](#)

Health costs of physical inactivity

Geography	The Health Costs of Physical Inactivity	
	Cost	Cost per 100,000 pop
Ribble Valley	£937,742	£1,632,170
North West	£127,908,653	£1,871,009
England	£764,661,980	£1,531,401

Source: Department of Health - Be Active Be Healthy, Year: 2006/7

Measure: Health costs of physical inactivity

[For more information click here](#)

[For more detailed data on illness types pertaining to physical inactivity please click here](#)

Please note that the information at the above link is based on PCT boundaries rather than LA boundaries

Obesity levels* in adults and children by local authority area

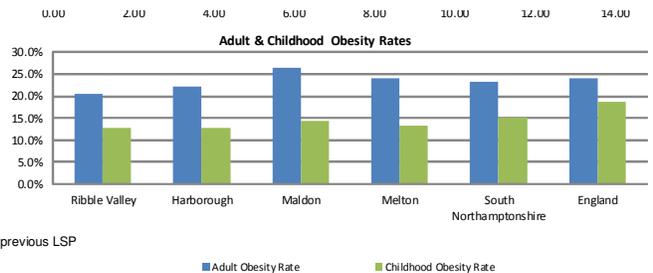
Geography	Adult Obesity Rate	Childhood Obesity Rate
Ribble Valley	20.5%	12.7%
Harborough	22.1%	12.8%
Maldon	26.5%	14.4%
Melton	24.1%	13.4%
South Northamptonshire	23.3%	15.0%
England	24.2%	18.7%

Source: Department of Health, Year: 2006-2008 (adults) and 2009-2010 (children),

Measure: Proportion of the adult and child population that are obese

* The measurement employed for Childhood Obesity has changed from that used in previous LSP

[For more information click here](#)



d. Supply and demand balance

In terms of anticipated performance, the Ribble Valley population is performing slightly above where it would be anticipated to be in terms of its

levels of participation in sport and physical activity. There is no under performance for either men or women.

The key market segments Ralph & Phyllis, Roger & Joy, Philips, Elaines and Tims are considerably over represented in the Borough, showing a considerable skewing to the older age range. Increases in affordable housing should start to rebalance the age profile significantly with an associated higher demand for facilities generally associated with younger people – this would be particularly the case for specialist facilities such as a running track.

The key sports that are undertaken in the Borough: Swimming, Gym, Cycling, Athletics and Football strongly correlate to the high market segments identified. The Athletics profile and recent Olympic medal success is interesting given the lack of community focus for this activity with a lack of specialist facility in the Borough.

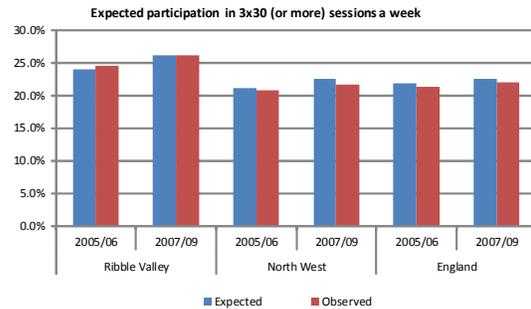
Expected participation in 3x30 (or more) sessions a week

Expected Participation	Ribble Valley		North West		England	
	2005/06	2007/09	2005/06	2007/09	2005/06	2007/09
Expected	24.0%	26.1%	21.0%	22.5%	21.9%	22.5%
Observed	24.4%	26.1%	20.8%	21.7%	21.3%	21.9%
Difference	0.5%	0.0%	-0.2%	-0.8%	-0.6%	-0.5%

Source: Mindshare, Year 2005/06-2007/9, Measure: 3x30 minute sport sessions a week

[For more information click here](#)

NB: 2007/09 refers to the combined APS2-APS3 sample

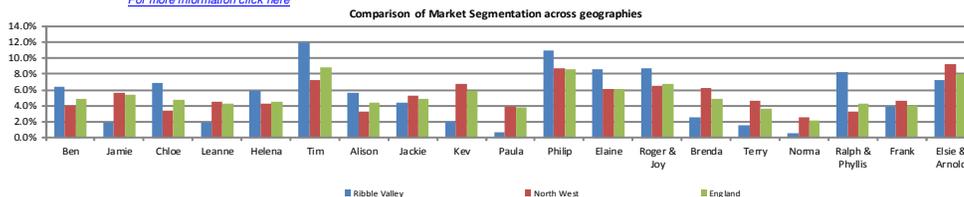


Market segmentation

Code	Name	Description	Ribble Valley		North West		England	
			Number	Rate	Number	Rate	Number	Rate
A01	Ben	Competitive Male Urbanites	2.9	6.3%	216.9	4.0%	1,989.1	4.9%
A02	Jamie	Sports Team Drinkers	0.9	1.9%	301.6	5.6%	2,162.9	5.4%
A03	Chloe	Fitness Class Friends	3.2	6.9%	186.6	3.5%	1,896.5	4.7%
A04	Leanne	Supportive Singles	0.9	1.9%	243.9	4.5%	1,711.6	4.3%
B05	Helena	Career Focused Females	2.7	5.8%	232.7	4.3%	1,829.8	4.5%
B06	Tim	Settling Down n Males	5.5	12.0%	389.0	7.2%	3,554.0	8.8%
B07	Alison	Stay at Home Mums	2.6	5.7%	175.2	3.2%	1,766.4	4.4%
B08	Jackie	Middle England Mums	2.0	4.4%	285.1	5.3%	1,965.0	4.9%
B09	Kev	Pub League Team Mates	1.0	2.1%	366.6	6.8%	2,386.6	5.9%
B10	Paula	Stretched Single Mums	0.3	0.7%	207.2	3.8%	1,507.3	3.7%
C11	Philip	Comfortable Mid-Life Male	5.1	11.0%	467.5	8.7%	3,480.0	8.6%
C12	Elaine	Empty Nest Career Ladies	3.9	8.6%	327.8	6.1%	2,443.9	6.1%
C13	Roger & Joy	Early Retirement Couples	4.0	8.7%	350.6	6.5%	2,723.7	6.8%
C14	Brenda	Older Working Women	1.2	2.5%	337.2	6.3%	1,976.8	4.9%
C15	Terry	Local 'Old Boys'	0.7	1.5%	248.5	4.6%	1,484.5	3.7%
C16	Norma	Later Life Ladies	0.3	0.6%	135.0	2.5%	855.0	2.1%
D17	Ralph & Phyllis	Comfortable Retired Coup	3.8	8.3%	174.7	3.2%	1,700.2	4.2%
D18	Frank	Twilight Year Gents	1.8	4.0%	248.7	4.6%	1,612.9	4.0%
D19	Elsie & Arnold	Retirement Home Singles	3.3	7.2%	497.3	9.2%	3,206.3	8.0%
Total			46.1	100.0%	5,392.1	100.0%	40,252.4	100.0%

Source: Sport England and Experian Ltd, Year: 2010, Measure: Sport Market Segmentation

[For more information click here](#)



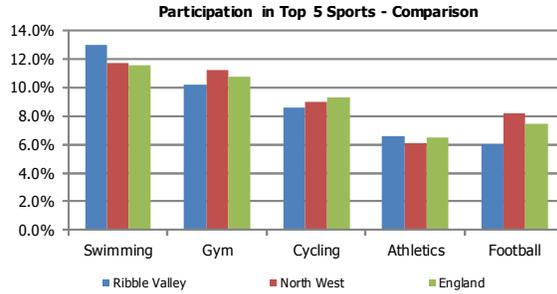
Top 5 sports in local authority with regional and England comparison

Sport	Ribble Valley		North West		England	
	Number	Rate	Number	Rate	Number	Rate
Swimming	5.8	13.0%	647.9	11.7%	4,838.8	11.6%
Gym	4.6	10.2%	622.6	11.2%	4,494.2	10.7%
Cycling	3.8	8.6%	498.8	9.0%	3,875.0	9.3%
Athletics	2.9	6.6%	336.4	6.1%	2,698.5	6.5%
Football	2.7	6.0%	452.0	8.2%	3,103.1	7.4%

Source: Active People Survey 5, Population data: ONS Annual Population Survey 2011

Measure: Participation rate of the top 5 sports and the number of people that participate at least once per month

[For more information click here](#)



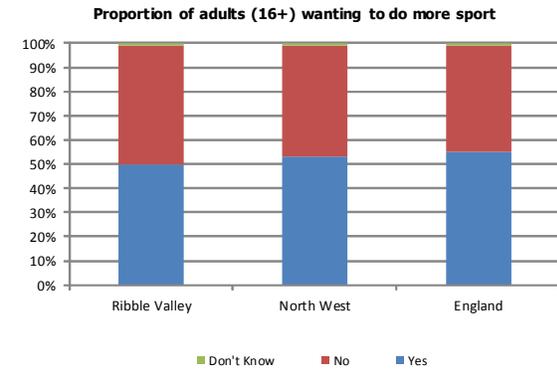
Number of adults (16+) wanting to do more sport

	Ribble Valley		North West		England	
	Number	Rate	Number	Rate	Number	Rate
Yes	22.3	49.8%	2,941.2	53.1%	22,974.4	54.9%
No	22.0	49.2%	2,539.7	45.9%	18,431.1	44.1%
Don't Know	0.5	1.0%	55.9	1.0%	427.9	1.0%

Source: Active People Survey 5, Population data: ONS Annual Population Survey 2011

Measure: Proportion and number of adults (16+) wanting to do more sport

[For more information click here](#)



Specific Sport(s) that adults want to do most

Sport	Ribble Valley	
	Number	Rate
Cycling	3.6	8.1%
Swimming	2.7	6.0%

Source: Active People Survey 5

Population data: ONS Annual Population Survey 2011

Measure: Top sport(s) in latent demand by adults based on proportion

[For more information click here](#)

4. Projected population provision summary

a. Size and distribution / population demand

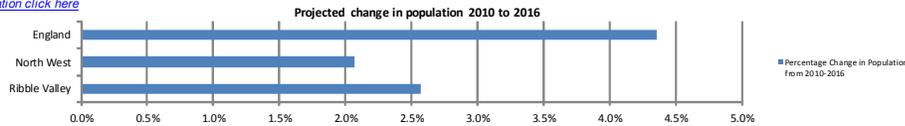
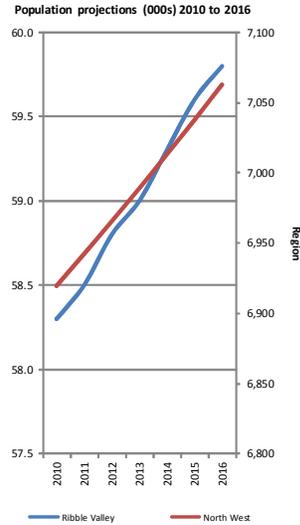
The all age (previous slides 16+) population in the Ribble Valley is due to increase markedly over the next 4 to 5 years according to national trends, local data and the potential for increased access to Housing in the Borough. The ONS predicts that the Boroughs population will rise by 2.5% by 2016 (up 1500 individual from 2010). This increase in population will place the population back to where it was in 2006 (see section 3). The proposed 4000 additional households 2008 -2028 will increase the population overall by potentially some 11,000 individuals during the period. This proposed increase has not been calculated into this study at this stage.

Population projections by local authority area (2010-2016) (000s)

Indicator	2010	2011	2012	Ribble Valley			2016	Chg 10 - 16	% Chg
				2013	2014	2015			
Male	28.6	28.7	28.9	29.0	29.1	29.3	29.4	0.8	2.8%
Female	29.7	29.8	29.9	30.0	30.2	30.3	30.4	0.7	2.4%
0-4	2.8	2.8	2.8	2.7	2.7	2.7	2.7	-0.1	-3.6%
5-9	3.3	3.2	3.3	3.3	3.3	3.3	3.3	0.0	0.0%
10-14	3.8	3.9	3.7	3.7	3.7	3.7	3.6	-0.2	-5.3%
15-19	3.7	3.6	3.6	3.6	3.6	3.5	3.5	-0.2	-5.4%
20-24	2.4	2.4	2.4	2.3	2.2	2.2	2.1	-0.3	-12.5%
25-29	2.4	2.5	2.5	2.7	2.7	2.7	2.7	0.3	12.5%
30-34	2.4	2.4	2.4	2.5	2.6	2.7	2.7	0.3	12.5%
35-39	3.6	3.3	3.1	3.0	2.9	2.9	2.9	-0.7	-19.4%
40-44	4.8	4.8	4.7	4.5	4.3	4.1	3.8	-1.0	-20.8%
45-49	5.0	5.1	5.1	5.1	5.1	5.0	5.0	0.0	0.0%
50-54	4.3	4.4	4.6	4.7	4.9	5.1	5.1	0.8	18.6%
55-59	3.9	4.0	4.0	4.1	4.2	4.3	4.4	0.5	12.8%
60-64	4.4	4.3	4.1	4.0	3.9	3.9	4.0	-0.4	-9.1%
65-69	3.5	3.7	4.0	4.2	4.3	4.3	4.2	0.7	20.0%
70-74	2.8	2.8	2.9	3.0	3.2	3.3	3.4	0.6	21.4%
75-79	2.3	2.3	2.3	2.4	2.5	2.5	2.6	0.3	13.0%
80-84	1.5	1.6	1.7	1.7	1.8	1.9	1.9	0.4	26.7%
85-89	1.0	1.0	1.0	1.0	1.0	1.1	1.1	0.1	10.0%
90+	0.4	0.5	0.5	0.5	0.5	0.6	0.6	0.2	50.0%
Ribble Valley	58.3	58.5	58.8	59.0	59.3	59.6	59.8	1.5	2.6%
North West	6,919.5	6,942.4	6,965.4	6,989.0	7,013.0	7,037.5	7,062.8	143.3	2.1%
England	52,196.7	52,577.1	52,953.9	53,332.0	53,710.0	54,087.8	54,471.6	2,274.9	4.4%

Source: Office of National Statistics, Sub National Population Projections: 2010-2016 Measure: Projected population and forecasted percentage change in time period.

[For more information click here](#)



5. Summary

a. Overview

Broadly the Ribble Valley has the appropriate facility mix and capacity to meet its current population level of need and profile. There is an identified need for an Athletics track and evidence for full size grass football pitches to be maintained, improved and new facilities brought on line. There is also an emerging picture of the Ribble Valleys heavy reliance on Education sports provision; which is variable in its accessibility and longevity of tenure for the Community. The proposed increases in the Ribble Valley population (2008 – 2028) in line with planning and development opportunities will clearly release some funding for new provision, however it is proposed that if the Ribble Valley will meet the challenges of an increase in demand and a diversity of facility type (particularly in rural areas), the Borough Council may consider undertaking a strong facilitation and leadership role; working with the education providers, private sector and social enterprises to strategically plan and secure the sports provision for its Communities.

b. Recommendations

It is recommended on the basis of the facility study mapping that Ribble Valley Borough Council specifically gives consideration to the development of:

- i) Increased Health and fitness provision in line with the current population needs (38 stations based upon anticipated population levels) and monitors this level of provision in line with future

anticipated demand. It is recommended that these facilities are located in areas of poor provision linked to more isolated and remote communities. Lancashire Sport believe that examination of existing Sports facilities, Community facilities (e.g. Village Halls) and / or encouragement given to private sector partners (e.g. Hotel and retirement facilities) may increase efficiently the overall provision and its distribution in line with need and the older age profile for the Ribble Valley.

- ii) A specialist Athletics facility with consideration being given to an athletics running track. It is proposed that this facility should be linked with an existing facility such as a school and / or Community Club and that Whalley being considered as a suitable location. The current and latent demand for Athletics in the Borough will be sufficient to sustain this facility and meet future anticipated need. The option for the Ribble Valley Athletics to operate the facility should be examined.
- iii) A planned approach to maintaining, improving and increasing the capacity of full size grass football pitches across the Borough in line with emerging need and rural community requirements. It is proposed that leadership for these developments comes from the Borough Council with consideration being given to sites being operated by clubs and social enterprises in the future where possible.
- iv) Strategically planned and collocated sports facilities in the three key communities of Whalley, Longridge and Clitheroe in line with the total emerging housing capacity and community profile for those areas. Consideration should be given to co locating existing sports facilities on a single site to find efficiencies of operation e.g. one shared changing facility, collaboration e.g. shared school and club facilities and coherence / profile within Communities i.e. an identified centre for Community sport provision.

APPENDIX 2
RIBBLE VALLEY FOOTBALL CLUB DETAILS – ASSESSMENT OF FACILITIES FOR FOOTBALL

Club Team: Contact Details	Teams currently organised: Boys/Senior	Playing facilities currently utilised – Matches and training	Quality of pitch (1 = Excellent 5 = Very poor)	Problems/issues (pitch availability/quality/any improvement plans)
Clitheroe Wolves	9 Juniors 3 Seniors	Edisford Road	4	Shortage of pitches – lease 11 pitches. Poor pitch surface at Edisford Road.
Clitheroe F.C	1 Senior	Clitheroe F.C ground	2	None
Chipping Juniors F.C	9 Juniors	Chipping Village Field Mardale Road, St Cecilia's Primary Ashton Park, Preston	3	Improvements taking place at Chipping
Chipping F.C	1 Senior	Chipping Village Field	3	No pitch shortage – pitch improvements pending
Chatburn F.C	1 Senior 1 Junior	2 Senior pitches at Chatburn Playing Fields, Sawley Road	5	None identified
Grindleton	2 Senior	Grindleton home pitch – Sawley Road	2	No additional pitch requirements. Recent new changing pavilion and car parking.
Longridge Town F.C	2 Senior 1 Senior	Longridge Town – own venue	2	Have developed their own pitch. Lack of training facilities.
Longridge Town Juniors	5 Juniors	Mardale Road Longridge Rec. Kestor Lane	5 3	Poor pitch surface at Mardale Road

		Longridge C.E School Longridge Town F.C Inglewhite Road		
Mellor Junior F.C	9 Junior	7 pitches at Mellor Sports Ground Also use Roelee Primary School for some matches as a support facility.	3	No shortage of pitches. Drainage improvements required. Problems finding training facilities in winter period and use various venues in Blackburn
Langho F.C	16 Junior 3 Senior	5 pitches – The Ryddings and Northcote Road	5 4	Pitch drainage problems especially at The Ryddings site and club successful in Playing Pitch improvement funding so should raise the standard as and when action implemented.
Read United	2 Senior	Read Recreational Pitch – Rented from Parish Council	4	No shortage of playing pitches. Poor changing facilities.
Ribchester Rovers	1 Senior 1 Junior	Ribchester Rec	2	None Identified
Rimington F.C	2 Senior	1 pitch at Jubilee Field – Rimington Rec.	1	No pitch shortage but seeking to improve the surface
Sabden F.C	1 Senior	1 pitch Pendleside Close, Sabden	4	None Identified
Waddington F.C	2 Senior	Waddington Playing Fields Twitter Lane Edisford Road	2	Problems with poor drainage in places at Twitter Lane ground
Whalley Juniors	9 Junior (3 or Mini soccer teams)	2 Senior and 1 Junior at Q.E II Playing Fields, Whalley	2	Pitch improvement grant awarded by S.E

Wilpshire Juniors	17 Junior	Salesbury Memorial Hall St Augustines High School	1 3	No pitch access issues Training venues at various sites in Blackburn

Criteria for assessing the condition of the Football Pitches; In assessing the pitch condition the following judgement was applied;

The FA, in conjunction with the Institute of Groundsmanship, developed the Performance Quality Standard (PQS). Principally this recommends that a natural grass pitch must;

Have adequate grass cover

Low level of weed coverage

Be flat

Have the ability to drain water

Be able to cope with appropriate demand as identified in a matrix of use.

**APPENDIX 3.
SCHOOL AND COMMUNITY PITCH AUDIT- 2012**

School Name	List no. of grass pitches by sport	Artificial Pitch (which sports is it marked out for)	Total Number of Pitches (Adult or Junior)	Pitch Quality (1 = Excellent, 5 = Very Poor)	Available for Community Use
Moorland School, Clitheroe	1 – 5 a side football 1 – 11 a side football	No	Work in progress	Work in progress	No
Alston Lane, Longridge	1 – football, athletics, rounders	No	1 junior pitch	2	Yes
Balderstone St Leonards	1 used for football, cricket, athletics, rounders	No	1 junior pitch	3 – average (drainage recently put in)	Yes (not advertised)
Brabins, Chipping	1 – football, cricket. rugby	No	1 Junior pitch	3 - average	Yes
Bolton by Bowland	1 – football, cricket	No	1 junior pitch	1 - excellent	Yes
Longridge C of E	2 – football, athletics, cricket	No	2 junior pitches	2 – good	Yes

Barnacre Road, Longridge	2 – football, cricket, rounders, athletics	No	2 junior pitches	5 – very poor (poor drainage)	Yes
St Wilfrid’s, Longridge	1 – football, cricket, athletics	No	1 junior pitch	5 – very poor	Yes
St Mary’s, Chipping	<i>Shared with Brabins</i>	Shared with Brabins	<i>Shared with Brabins</i>	<i>Shared with Brabins</i>	<i>Shared with Brabins</i>
St Wilfred’s Ribchester	1 – football, cricket, athletics	No	1 junior pitch	3 – hit and miss	No
Brennands Endowed, Slaidburn	1 - football	No	1 junior pitch	4	No
Brookside, Clitheroe	1 – football, athletics, cricket 1 MUGA	No	1 junior pitch	2 - good	No
Chatburn	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>
Edisford, Clitheroe	3 – football, cricket, rounders, athletics	No	3 – junior pitches	2 - good	Yes
Gisburn	1 – football 1 - athletics track	No	1 – junior pitch	2 – good (pitch is on an angle)	No
Grindleton	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>	<i>Don’t have their own facilities</i>
Pendle Primary, Clitheroe	<i>Don’t have their</i>	<i>Don’t have their own</i>	<i>Don’t have their own</i>	<i>Don’t have their own</i>	<i>Don’t have their</i>

	<i>own facilities</i>	<i>facilities</i>	<i>facilities</i>	<i>facilities</i>	<i>own facilities</i>
Read	2 – football, cricket, athletics	No	2 junior pitches	3	Yes
St Mary's Sabden	1 – football, rounders 1 – athletics track	No	1 junior pitch	2	No (but something the school is open to)
Salesbury	1 – football, cricket	No	1 junior pitch	3	No
Sabden CP	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>
Simonstone	1 – football, athletics, rounders	No	1 junior pitch	3	Yes
St Michael & St John's, Clitheroe	1 – football, rounders, athletics	No	1 Junior pitch	3	Yes

St James', Clitheroe	1 – football, cricket, athletics, rounders	No	1 Junior Pitch	4 – flooding problems	Yes
St Joseph's Hurst Green	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>	<i>Don't have their own facilities</i>
St Leonards Langho	1 – football, cricket, athletics	No	1 Junior pitch	5 - uneven	No
St Mary's Mellor	1 – football, cricket, rounders, athletics	No	1 junior pitch	3	Yes
St Mary's Osbaldeston	1 – football, athletics	No	1 Junior pitch	3	No
St Mary's Langho	2 – football,	No	2 junior pitches	4 – flooding	Yes
Thorneyholme, Dunsop Bridge	1 – football, cricket, athletics	No	1 Junior Pitch	3	Yes
Waddington & West Bradford	1 – football, rounders, cricket 1 - MUGA	No	1 Junior Pitch	3	No MUGA - Yes
Whalley	2 – football, rounders	No	2 junior pitch	3	Yes
Barrow	1 – football, cricket	No	1 Junior Pitch	3	Yes
St Augustines, Billington	4 – football 1 - rugby	No	5 junior pitches	3	Yes

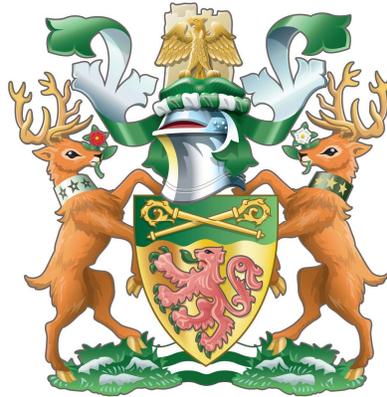
Bowland, Sawley	2 – football	No	2 junior pitches	3	No
Ribblesdale High, Clitheroe, Clitheroe	2 – football 1 - rugby	Yes – sand based	3 junior pitches	3	Yes (but rare)
Clitheroe Royal Grammar School	2 – football 1 - rugby	Yes – 1 3g pitch	3 junior pitches	One grass pitch is a 3 The other two grass pitches are 5's	No
Longridge High	2 – football	Yes – sand based	2 junior pitches	3.5	Yes
St Cecilia's, Longridge	2 – football, athletics, cross- country, softball	No	2 – junior pitches	4	Yes

Criteria for assessing the condition of the Football Pitches; In assessing the pitch condition the following judgement was applied;
The FA, in conjunction with the Institute of Groundsmanship, developed the Performance Quality Standard (PQS). Principally this recommends that a natural grass pitch must;

- Have adequate grass cover
- Low level of weed coverage
- Be flat
- Have the ability to drain water
- Be able to cope with appropriate demand as identified in a matrix of use.

RIBBLE VALLEY BOROUGH COUNCIL

TOWN & COUNTRY PLANNING ACT 1990



Ribble Valley
Borough Council

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MATTER 10 – DEVELOPMENT MANAGEMENT POLICIES

EXAMINATION IN PUBLIC

RESPONSE TO MATTERS AND ISSUES ON BEHALF OF

THE LOCAL AUTHORITY

Matter 10 – Development management policies

10.1 Are the development management policies justified and written in such a way so as to be effective?

Council's Response:

The Core Strategy Development Management (DM) policies have been developed through several wide-ranging consultations involving both specific and general consultees and many representations from individual residents. In addition they have been subject to continuous internal scrutiny as legislation has changed, particularly in relation to the finalisation of the NPPF and examined in relation to specific matters, such as their implications for viability.

These consultations began at Issues and Options stage in 2010 under the then legislation with a series of draft DM policies. The results of this consultation and amendments to policies that flowed from them were reported and a revised set of policies, together with a discussion of all points raised on the 2010 policy versions, were themselves consulted on in June 2011 (*see Post 7.11*).

These revised policies were incorporated into the Regulation 19 (Publication Version) of the Core Strategy (*see Sub 1.3*) which was consulted on in summer 2012. The results of this consultation were analysed in some detail and an internal response schedule compiled relating to each point made within each representation setting out the Council's position, either to accept a change and explain its acceptance and then set that change out or, if not, to explain the reason for not accepting the change.

A document called "Identified Changes" (*see Sub 1.2*) was prepared in September 2012 that compiled all the relevant changes to the Core Strategy, including those to DM policies, that derived from the Regulation 19 consultations above. These changes were inserted into the Regulation 22 (Submission version) of the Core Strategy that was sent to the Planning Inspectorate in September 2012. Also the "Identified Changes" document was consulted on in October to November 2012.

Subsequently the Examination of the Core Strategy was suspended in late 2012 pending various requested evidence base updates. These required further changes in light of the new evidence, but none to specific DM policies. These changes were identified in a document called Proposed Main Changes (*see Post 5.20*) which was consulted on in summer 2013 and responses submitted to the Planning Inspectorate. A new version of the Core Strategy, entitled "Core Strategy 2008 – 2028 A Local Plan for Ribble Valley Regulation 22 Submission Draft" (*see Post 5.14*) was developed that included both the Identified Changes and the Proposed Main Changes. This is the current version.

In parallel to the above modifications to various policies made through the above consultation process the DM policies have also been separately examined in relation to their potential impacts on development viability as a part of a whole plan viability exercise (*see Post 5.10*).

In addition, the Key Statements and Development Management Policies have also been assessed through the Sustainability Appraisal process as can be seen in *section 4.5, page 66 of Sub 1.4. Tables 4.3, 4.4, 4.5, 4.6 and 4.7 between pages 67 and 77 of Sub 1.4* illustrate that all of the recommendations for the Development Management Key Statements and Policies have been taken on board and implemented.

Given the detailed scrutiny and relevant amendments that the various DM policies have been subjected to through the above the Council considers that the policies are now framed in such a way as to be both justified and effective.

10.2 Are the policies consistent with national policy? If there are any divergences, how are these justified by local circumstances?

Council's Response:

As outlined above in the answer to issue 10.1 the policies within the Core Strategy have been the subject of several detailed consultations involving several hundred individual comments and have also been formally considered in terms of their viability implications. They have been amended in the light of this scrutiny, which has also included their consistency with NPPF, and the Council therefore considers that they are consistent with national policy

10.3 A number of policies refer to the 'proposals map'. What is the Council's intention relation to the Policies Map?

Council's Response:

The adopted (DWLP) Proposals Map consists of a map covering the whole of the borough and identifies a series of more detailed inset maps. In many instances the adoption of the Core Strategy will lead to the need to update the DWLP policies with their Core Strategy or Development Management Statement references. This will lead to changes to the keys and references on the Proposals Map and relevant inset sheets as a matter of course. Title panels and labeling will also need to be updated. Where the intention is that the adoption of the Core Strategy will lead to a policy not being replaced, the Proposals Map and Inset Sheets will be amended accordingly.

To help clarify the situation, a document was produced at Regulation 19 stage, highlighting the resultant changes to the Proposals Map (*Sub 1.8*). This document specifies the changes to the proposals Map and Inset Sheets that the Core Strategy will create. It is the intention of the Council that a new proposals map, complete with inset sheets where appropriate, will be produced, once the Housing and Economic DPD (which will illustrate the location of proposed allocations) has been adopted.

End