Philip Dagnall MM 1/4

From: [redacted]
Sent: 29 August 2018 16:46
To: pmods22
Subject: 180829 SB-CH Re Proposed Modifications to HED DPD
Attachments: 180829 SB-CH Re Proposed Modifications to HED DPD.docx; Reg._22 _Main_Modifications_Consultation_Doc_FINAL__July_2018.pdf

FAO Colin Hirst
Forward Planning Team
Ribble Valley Borough Council

Dear Mr Hirst

Please find my personal submission as part of the Proposed Modifications to the approved Housing and Economic Development Plan Document (HED DPD). On conclusion of this consultation exercise, can you please confirm if the authority intends to make public the extent and nature of the response the Authority has received on this matter? Can you further indicate how this will influence your team's decision making process of the Forward Planning Team and Planning and Development Committee?

With regards to these issue there can only be a full disclosure of the response you have received and how this has and/or will influence the decision making process if there is a to be transparency in the consultation and decision making process, something which has been lacking of late in other areas affecting key development decisions which will affect our ancient Borough for the foreseeable future. In the attached response I have tried to be both objective and factual. However, my subjective opinion - which I feel certain is shared by the overwhelming majority of the electorate who would be affected by these proposals if adopted - is that there should be not one additional residential permission granted until such time as there is matching infrastructure and facilities development and consultation on these too. To look at a single aspect of the Adopted Core Strategy without consideration of all the other related issues and strategies that are covered in that document would simply represent an absence of the term 'Planning' as understood by Public and Professions alike.

I look forward to your response in due course and ultimately an outcome which recognises the desires and aspirations of the residents of the Civil Parish of Clitheroe over and above transient national economic development policies which are not appropriate locally nor working nationally.

Yours Sincerely

[redacted]

Conservation Architect
6 Claremont Avenue
Clitheroe

[redacted]

FAO Mr C Hirst

Pmods Forward Planning Team
Ribble valley Borough Council,
Council Offices,
Church Walk,
Clitheroe BB7 2RA
Date29th August

Dear Mr Hirst

..e: Consultation Response Re: Local Development Scheme 2017 - Additional Housing Allocations

In response to the request for comment on the proposed modifications to the Adopted Core Strategy and Housing 'Allocations' please note the following questions and comments. and the questions are requests for further information to enable a better understanding of why these modifications are being considered and the comments are for you and your colleagues' consideration as part of this process. These are as follows:

1.0 Terminology

1.1 Can it be confirmed exactly what is meant by 'Allocations' in the context of the current Modifications Review? Does this refer to overall proposal for residential units within a Modified Core Strategy, approved outline applications, approved applications, completed housing units or ..cupied units?

Q1: What is meant by 'Allocations' in the context of the current Modifications Review?

2.0 Consultation Process and Programme

2.1 This 'consultation' exercise commenced on 27th July. The first 'public' announcement that members of the public were of the exercise was in an editorial article in the Clitheroe Advertiser & Times on 2nd August.

2.2 Can it be confirmed what, if any, other publicity there has been to notify the constituents who could be affected by this exercise which, if adopted, could have far reaching and long-term implication for the Civil Parish of Clitheroe and other areas within the Borough. This is particularly so for Clitheroe given they will have to accommodate 66% of the additional housing provision if the current proposals are adopted.

2.3 The six-week period for consultation on this matter is short enough, given the complexity of the issues to hand. More so with the likelihood that most considering the background information (as to why this 'modification' to adopted policies is being considered) will be people with little, or no understanding of how National and Local Policies and ongoing reviews are conducted. To launch the consultation period without due notice to the public and seems contra to the appropriate the Standing Orders by which such procedures should be conducted. Your further comments on how publicity for the consultation exercise is requested.

Finally, in this section of my comments it was most disconcerting to note that the link to the pdf setting out the Authority's detailed proposals https://www.ribblevalley.gov.uk/download/dowloads/id/11658/regultaions_22_consultation.pdf is no longer accessible 'on line' throughout the duration of the consultation period.

Q2: Why was the consultation invitation issued after the start of the Consultation Period?

Q3: How was the consultation with the public conducted?

Q4: Who has the Authority contacted as part of the consultation process?

Q5: How will comments and queries about these proposed modifications but dealt with and responded to?

Q6: What further review of these proposals will be made following this consultation exercise and when and where will this be publicised?

Q7: In what way is the democratic consultation process served by prematurely withdrawing online access to key background information about the process?

Q8: why was this link to key background information prematurely withdrawn?

3.0 Background

3.1 It is noted that this review is considered necessary arising from slippage in the number of 'allocations' within the Borough of Ribble Valley needed to achieve the overall number of housing units envisaged in the 2008 Adopted Core Strategy. As a means to deal with this perceived problem in the 5 year 'allocation' even though this may well only be a short-term issue, it is now proposed to increase the 'Buffer' for from 5% - 20%.

3.2 This seems contra to the statement made very recently by the Council Leader when he was advising, as reported in the Clitheroe Advertiser & Times on 29th May, that the RVBC and the LPA were considering **"…. a reduction in annual house building in the Ribble Valley from a minimum of 280 to 172 a year proposed by the Government put forward in a consultation which we have already supported. This recognises that RVBC is making major progress in meeting housing need which has resulted in 300 houses a year being constructed for the last three years including between 80 to 90 affordable homes per year".**

Q9: Why is the Authority seeking to increase housing permissions when in May 2018 it was advising a reduction?

3.3 It is accepted that when policy reviews are being conducted often seemingly conflicting solutions must, and indeed should, be considered to represent a comprehensive review of any complex issue. Why then has the alternative approach which Cllr. Hind appeared to be so much in favour of in May apparently been dropped? This seems odd as the public consensus to this approach, albeit anecdotal, was one of enormous support.

3.4 In a recent (15th March 2018 BBC Reality Check this problem was reviewed. It confirmed that there is currently a large gap between how many planning permissions are granted and how many houses are built. On average over the last decade, government figures show only half of granted planning permissions have resulted in building work being started. They concluded that it wasn't possible to determine why developers are doing this - whether it's for profit, because of delays in the planning system or for another reason. The fact remains though that permissions are not being taken up whatever the reason is.

3.5 The national housing charity Shelter has looked at how quickly developers build. For each year they looked at the gap between planning permission being granted, building work starting, and completing. They allowed an 18-month gap between permission being granted and starting building, and another 18 months between building work starting and completing.

3.6 On average between 2006 and 2014 in England, fewer than 45% of all planning permissions granted were started and fewer than 50% completed. That suggests that half of all planning permission applications don't result in building activity at all.

3.7 As numbers of permissions granted have grown, house building has not kept pace meaning the gap between permissions and housing supply has grown considerably. This is something the government is already looking into as part of a review headed up by Conservative MP Sir Oliver Letwin. The Ministry of Housing, Communities and Local Government says that as of July 2016, just over half the 684,000 homes with planning permission had been completed.

3.8 Analysis from the Local Government Association, which represents local councils, found last year there were 423,544 unimplemented planning permissions.

3.9 Critics say developers hold on to land as an asset. Instead of building on it, once developers have been granted planning permission they may be able to sell that land on at a profit to be developed by someone else. However, Shelter accepts that these figures are not necessarily all because developers are speculating for profit. Nevertheless, their figures point clearly to the fact that there is land which is available for house building, on which houses have not yet been built.

3.10 If this part of the Adopted Core Strategy is ultimately modified there are bound to be consequences for other aspect of that Strategy and existing facilities, services, infrastructure and general amenity of the Borough. There is no indication whatsoever that the inevitable impact these modifications will have are also been considered as part of a comprehensive review of the Adopted Core Strategy. In establishing the Strategy in the first place one of it's prime purposes was to encourage and facilitate a coordinated and comprehensive approach to development. What is now under consideration is piecemeal and, if accepted by the Authority, will inevitably unbalance other aspects and aspirations of the adopted strategy.

Q10: What impact assessments on the other key areas of the Adopted Core Strategy have been carried out in the event of the adopted of the proposed modifications being approved.

Q11: What will the impact be on other key areas of the Adopted Core Strategy if these modifications are adopted?

4.0 Annualised Requirement and Buffer

4.1 It is claimed in the Annual Housing Land Availability Schedule (AHLA) date 31st April 2018 that there will be a shortfall of 630 Dwellings equating to an annual shortfall of 63 dwelling/year over the remaining 10 years of the adopted Core Strategy. It appears that the Authority is proposing 'for consideration' that increasing the buffer will resolve this perceived shortfall and ensure that the original target is achieved. What the actual implications of this will be for the Civil Parish of Clitheroe is unclear and does not seem to be under consideration in this current exercise.

4.2 The various tables and figures presented in the AHLA states (P2, Section One, para four) *'at least 165 units are needed for the authority to be able to clearly demonstrate a 5-year supply and provide a stable and robust position against which Planning decisions can be made'.* P3 of this same document however identifies 5 possible new sites which, if included in a modified Core Strategy – and Planning Permission was granted – and the owner/developer actually developed these sites, would result in an addition 21 units! To assist with an effective understanding to the possible effects and impact of any modifications to numbers should be unequivocal not contradictory.

Q12: What is the actual number of residential permissions proposed if this modification is adopted?

4.3 It appears that the proposed modifications to the adopted Core Strategy for Housing 'Allocations' is based on **built dwellings,** as opposed to permissions. The presentation of this information, as opposed to permissions granted by the authority, thus present only a partial aspect of the present position. P 12 of the AHLA indicates that halfway through the 20-year period of the Core Strategy 3,882 dwellings have been approved by the LPA. **This represents 68% of the approved target of 5,600.** The Tables on P 2 of the AHLA indicate that of these permissions only 1,215 dwellings have either been completed or are under construction i.e. only 31% of those permissions approved.

4.4 At this point in time neither the LPA or Central Govt. has the power to enforce 'take up' - or 'Build Out' in the latest parlance - though a review is currently underway by Oliver Letwin MP on behalf of HMG. If the reasons for this condition is not fully understood and addressed, then however many permissions or 'allocations' are granted **there can be no guarantee that they will be developed onto dwellings.** All that the LPA will achieve will be to reduce the area of green fields within and around the Borough with the consequential loss to agriculture, the natural environment and one of the principle amenities of the Borough.

5.0 The Letwin Review: Independent Review of Build Out Rates - Draft Analysis 25th June 2018
https://www.gov.uk/government/publications/independent-review-of-build-out-draft-analysis

The Letwin Review Conclusions: Chapter 6.0 Next Steps

6.1 Interesting as it is to understand why the rate of build out on very large sites proceeds at its current stately pace, this analysis becomes of use only if it leads to action that will accelerate such build out rates. Accordingly, in line with my terms of reference, I shall now move on from analysis to recommendations.

6.2 By the time of the Budget in the Autumn, I shall seek – with the invaluable aid of my expert panel and my team of officials – to put forward policy options for ministers. Clearly, these options will be geared towards solving the particular problem that I have identified as the main cause of the slow build out rates on these sites: namely, the constraints imposed by the market absorption rates for the relatively homogeneous products currently being built on these sites. Clearly, also, in line with my analysis of the causes of the problem, I shall seek to find policy levers that will tend to increase the variety and differentiation of what is offered on these sites. I shall also look at the overall speed at which unconsented land can be converted into new housing on a sustained basis.

6.3 But, in constructing policy options, I shall be mindful of the need to ensure that:

a. they should not jam up the housing market or impair the capacity of the major house builders to continue large-scale construction;

b. they should not impose undue strains on local authorities whose planning departments are already under considerable strain;

c. they should help to widen opportunities for people seeking homes;

d. they should also widen opportunities for those capable of supplying new homes on large sites; and

e. they should yield the greatest possible likelihood that such sites, as well as being built out more quickly, will in future be places that are beautiful and ecologically sustainable, so that succeeding generations can be proud of them.

6.4 In short, the policies that emerge should not "throw the baby out with the bathwater".

6.5 Finally, I am conscious, as I embark on the endeavour of identifying policy options which can meet all of these criteria, that we are unlikely to be able to find a single prescription which will be equally applicable in the short, medium and long-term. I shall accordingly be open to the possibility that the policies designed to achieve immediate, short-term improvement in build out rates (while avoiding all of the pitfalls) may be somewhat different in character from those designed to optimise the use of large sites that come forward in future and thereby increase the overall velocity of house building in the long-term.

Comment 1: Based on both Local and Nationwide statistics it is my belief that until the cause of this increasing backlog is determined, which is underway with the Letwin Review, there should be no alterations to the Adopted Core Strategy. Without greater knowledge of the

actual causes of slow 'build out' and relevant procedures and resources for LPA's to address these any tinkering with target numbers and buffers will be ineffective and potentially add to the problem.

Comment 2: The Letwin Review is in the process of consideration and implementation and it is anticipated that an announcement to act on some if not all of the recommendations is to be made in the Autumn Budget on 22nd November. Until the proposals to deal with the problem of low 'build out' rates are revealed this exercise is premature and should be suspended.

Comment 3: How will increasing the number of permissions ensure that either additional dwellings will be built over and above the Adopted Core Strategy - or even the original target - will be met? Developers are under no obligation to develop land once permission is granted. The reasons for this are argued over but the fact remains and is proved by the figures presented in the current AHLA and the Letwin Review - completions are way behind permissions. Until these problems are effectively addressed there should be no alteration to the Adopted Core Strategy whatsoever.

6.0 Site Selection

6.2 If, ultimately, the decision is taken to modify the new dwellings target in the Adopted Core Strategy then it is submitted that **the LPA should not seek to burden Clitheroe with accommodating most of the uplift**, whatever figure is ultimately agreed on. The impact of existing completed permissions is already having an adverse impact on the built and natural environment of the Civil Parish of Clitheroe.

6.3 Any additional residential development in the Borough should be spread across the Borough on smaller sites. This would have the following benefits:

1. Minimise the adverse impact on the environment, services, facilities and general amenity within the Civil Parish of Clitheroe.

2. Assist in strengthening local communities and the economy of individual parishes across the Borough

3. Assist with the provision of affordable and market rate housing across the borough with benefits for local schools and businesses.

Q13: Why does any perceived shortfall in the number of houses that may have to be built within the Core Strategy Period have to be accommodated for the most part in the Civil Parish of Clitheroe? If adopted this would see Clitheroe accommodating 66% of the proposed increased residential development.

Q14: Has any consideration been given or made to the benefits which cold arise from smaller and diversified sites across the whole of the Ribble Valley Borough?

7.0 Community Infrastructure Levey

7.1 There have been statements that the Authority are *'considering the introduction of the Community Infrastructure Levy'* (CIL) This has been open to them since 2010

7.2 **The Community Infrastructure Levy is a tool for local authorities in England and Wales to help deliver infrastructure to support the development of the area.** The levy may be payable – if set as a charge by the LPA - on development which creates net additional floor space, where the gross internal area of new build is 100 square metres or more. That limit does not apply to new houses or flats, and a charge can be levied on a single house or flat of any size.

7.3 Any modification of the Adopted Core Strategy relating to Residential Permissions or 'Allocations' should include the provision for the introduction of Community Infrastructure Levy. This would assist in reducing the negative impact of relatively large-scale development in all of the areas referred to above.

Q15: Why hasn't the Authority set a Community Infrastructure Levy (CIL) charge on new residential development within the Borough under the Community Infrastructure Levy Regulations 2010?

Q16: Why isn't the Authority considering the introduction of CIL as part of the proposed 'Main Modifications' to Housing Allocations within the Adopted Core Strategy which could mitigate some of the consequential impact on the Borough's infrastructure?

9.0 Timetable

9.1 The Ribble Valley Borough Council Local Development Scheme, published in 2017, indicated that the Housing & Economic Development Plan Document (HED DPD) should have commenced with a Regulation 19 Consultation period in April 2017 and been implemented by April 2018. The consequences of the Authority's failure to submit a complete Core Strategy for examination on time resulted in the impositions of higher Housing 'Allocation' targets than were originally envisaged and intended by the Authority in the final adopted version of the adopted Core Strategy 2008 - 2028.

Q17: Will the current slippage in the original programme for this review of the Core Strategy have any implications for:

1. **this Consultation Process? and**
2. **the way the Inspector eventually considers the submission to him, or her, as and when it is submitted?**

This concludes my response and contribution to this consultation exercise. I look forward to receiving responses to all of the questions and comments set out above and ultimately the Authority's analytical review of all comments which have been submitted as part of this consultation exercise and how this has/will inform their approach on whether or not to permit more – or any – additional residential permission extra to those set out in the Approved Core Strategy.

Yours Sincerely

Ribble Valley Borough Council

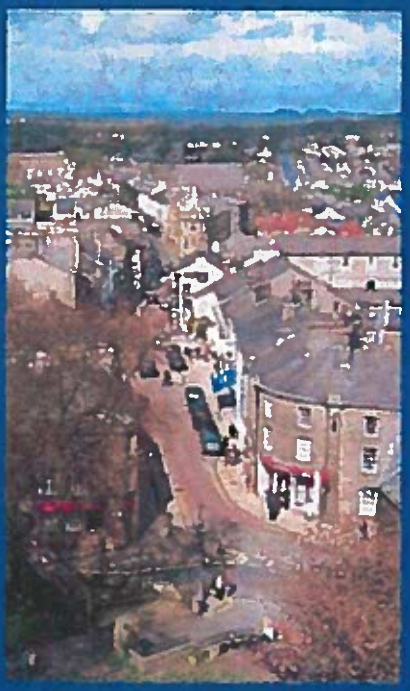
Ribble Valley Borough Council
www.ribblevalley.gov.uk

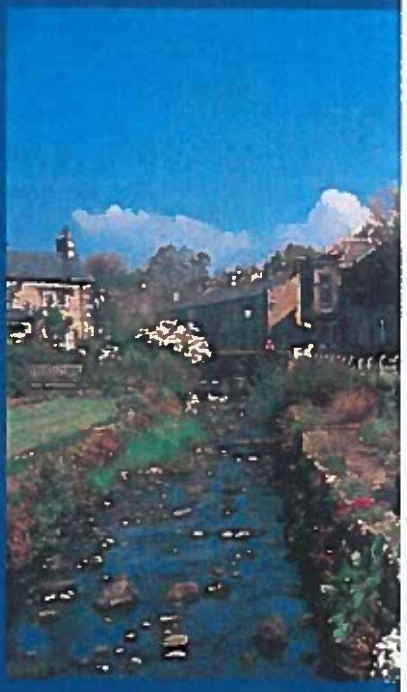
A Local Plan for Ribble Valley 2008-2028

Regulation 22 of the HED DPD:

Proposed Main Modifications: Additional Housing Allocations

July 2018





SECTION ONE: INTRODUCTION, BACKGROUND AND CONTEXT

The statutory plan making process places a duty on all Local Planning Authorities (LPAs), including Ribble Valley Borough Council, to prepare and put in place a Local Development Framework (LDF). This will provide the basis for guiding investment decisions, determining planning applications and managing how the local area will change over future years. The content and timing of the production of the various elements of the LDF is mapped out in the Council's Local Development Scheme (LDS[1]).

The LDS includes the production of a Housing and Economic Development Plan Document (HED DPD), the role and purpose of which is to provide more detailed policy coverage on key issues related to the economy and housing where necessary.

The HED DPD was submitted for Examination in Public (EIP) by the Planning Inspectorate in August 2017. Within it were housing land allocations in Wilpshire and Mellor, the only settlements at that time requiring allocations. This was due to the Core Strategy's overall Borough-wide requirement for housing at the time, and specific distribution to individual settlements as set out in Core Strategy Key Statement DS1 had already been met by the Standen Strategic Site and a variety of granted planning permissions. Furthermore, at the time of the submission of the HED DPD, the Council had demonstrated that it had a five year supply.

Taking into account borough wide housing figures as set out in the most recent Housing Land Availability Report[2] (published July 2018) and housing developments approved in the April/June quarter indicates that additional allocations totalling at least 165 units are needed for the Authority to be able to clearly demonstrate a 5 year supply and provide a stable and robust position against which planning decisions can be made.

Site Selection

The Authority has reviewed sites that were put to the Council in the Regulation 18 and 19 consultations on the HED DPD which at the time were considered inappropriate as they did not relate to the then specific requirements for sites only in Mellor and Wilpshire. A series of tests have then been applied to establish the most suitable sites. These tests include the application of adopted Core Strategy strategic policies; pragmatic assessments of the likely yield of dwellings and the particular sizes of individual sites given the need to allocate sites that would be built out in five years; specific issues regarding sites that the Council were already aware of from discussions relating to previous planning applications; Sustainability Appraisal and Habitat Regulations feedback; updated indications from the individual site proposers and the potential of sites already allocated in the Submitted 2017 version to accept additional units.

This initial scoping work resulted in the Authority writing a report that included 11 proposed sites that were either a Principal Settlement site (4 in Clitheroe), Tier 1 Sites (4 in total) and 3

[1] Available on the RVBC website https://www.ribblevalley.gov.uk/info/200400/local_development_framework/1460/local_development_scheme_lds).

[2] Available on the RVBC website https://www.ribblevalley.gov.uk/downloads/file/11645/housing_land_availability_survey_april_2018

Tranche Sites in other settlements. There were no suitable sites that fulfilled the selection criteria put forward in Whalley or Longridge. This report entitled 'Proposed Additional Housing Land Allocations To Be Included Within Housing And Employment Land Development Plan Document' was taken to a special Planning and Development Meeting on the 17th of July 2018. The link to this report which lists the sites initially selected and also includes the detailed site selection criteria at Appendix A can be found on the Councils website at:

https://www.ribblevalley.gov.uk/meetings/meeting/1125/special_planning_and_development

At this meeting members resolved to acknowledge the deletion of two sites in Clitheroe (LCC Sites 11 and 14) as LCC have confirmed that they are not deliverable within the next 5 years. Site 13 at Highmoor Farm was agreed to be put forward in lieu of Site 18 on land North of Ribblesdale View, Chatburn and the additional allocation at Wilpshire Site HAL2. Site 6 and Site 25 were not put forward. In short, the sites put forward for consultation and as agreed by members include:

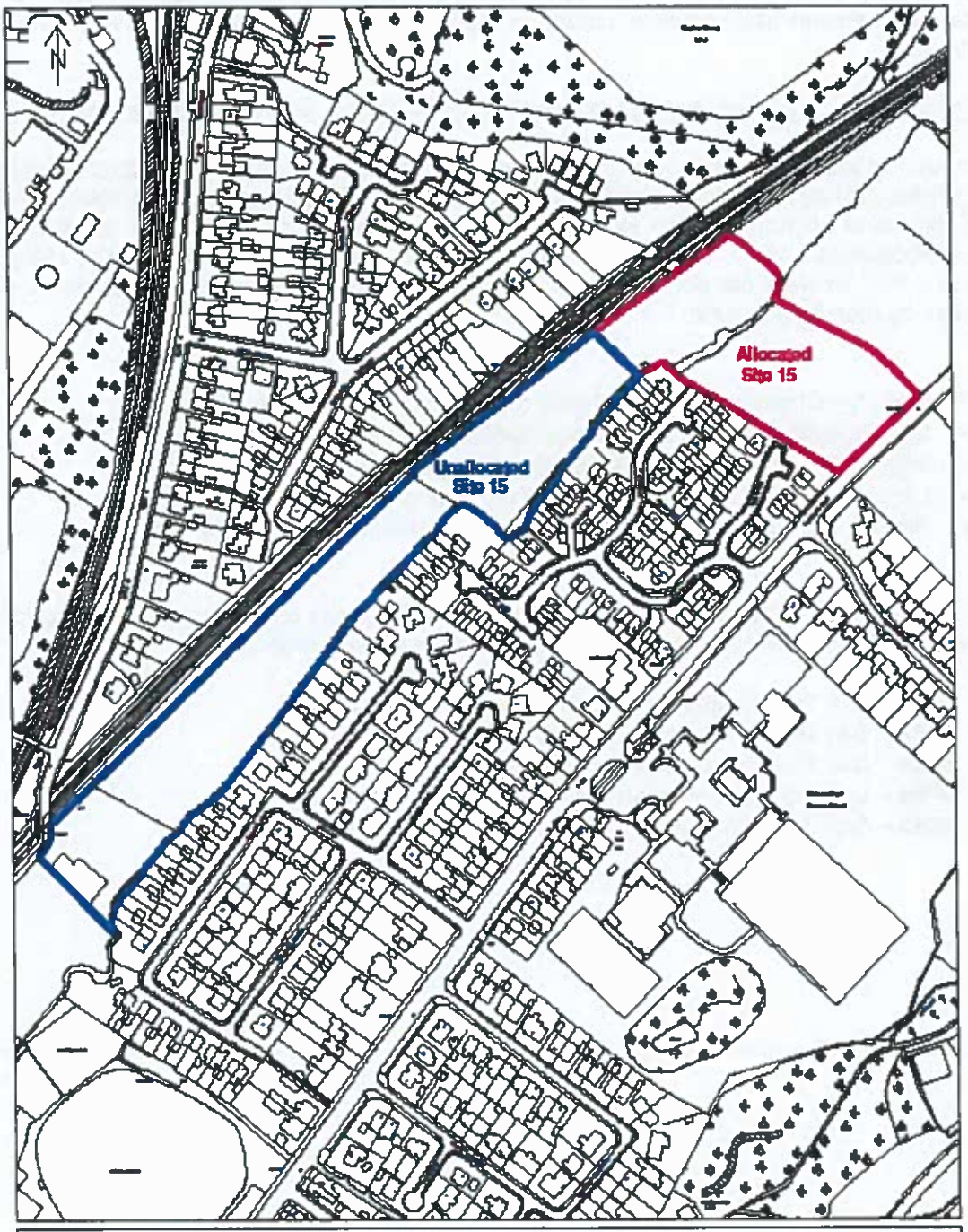
- Site 15 – Chatburn Road, Clitheroe (NE Portion only) – circa 40 units
- Site Devpr3 – Land off Hawthorne Place, Clitheroe – circa 40 units
- Site 13 – Highmoor Farm, Clitheroe – circa 100 units
- Langho Site 1 – South of Laycocks Farm, Langho – circa 10 units
- Site 24 – Haugh Head, Whins Lane, Read and Simonstone – circa 20 units

In acknowledgement that the above sites are Main Modifications to the Reg. 22 Submission of the HED DPD each site has been given an additional reference as follows:

- **MM1** – Site 15 – Chatburn Road, Clitheroe (NE Portion only)
- **MM2** - Site Devpr3 – Land off Hawthorne Place, Clitheroe
- **MM3** - Site 13 – Highmoor Farm, Clitheroe
- **MM4** - Langho Site 1 – South of Laycocks Farm, Langho
- **MM5** - Site 24 – Haugh Head, Whins Lane, Read and Simonstone

SECTION TWO: HOUSING ALLOCATIONS

MM1 – SITE 15 – CHATBURN ROAD, CLITHEROE (NE PORTION ONLY)



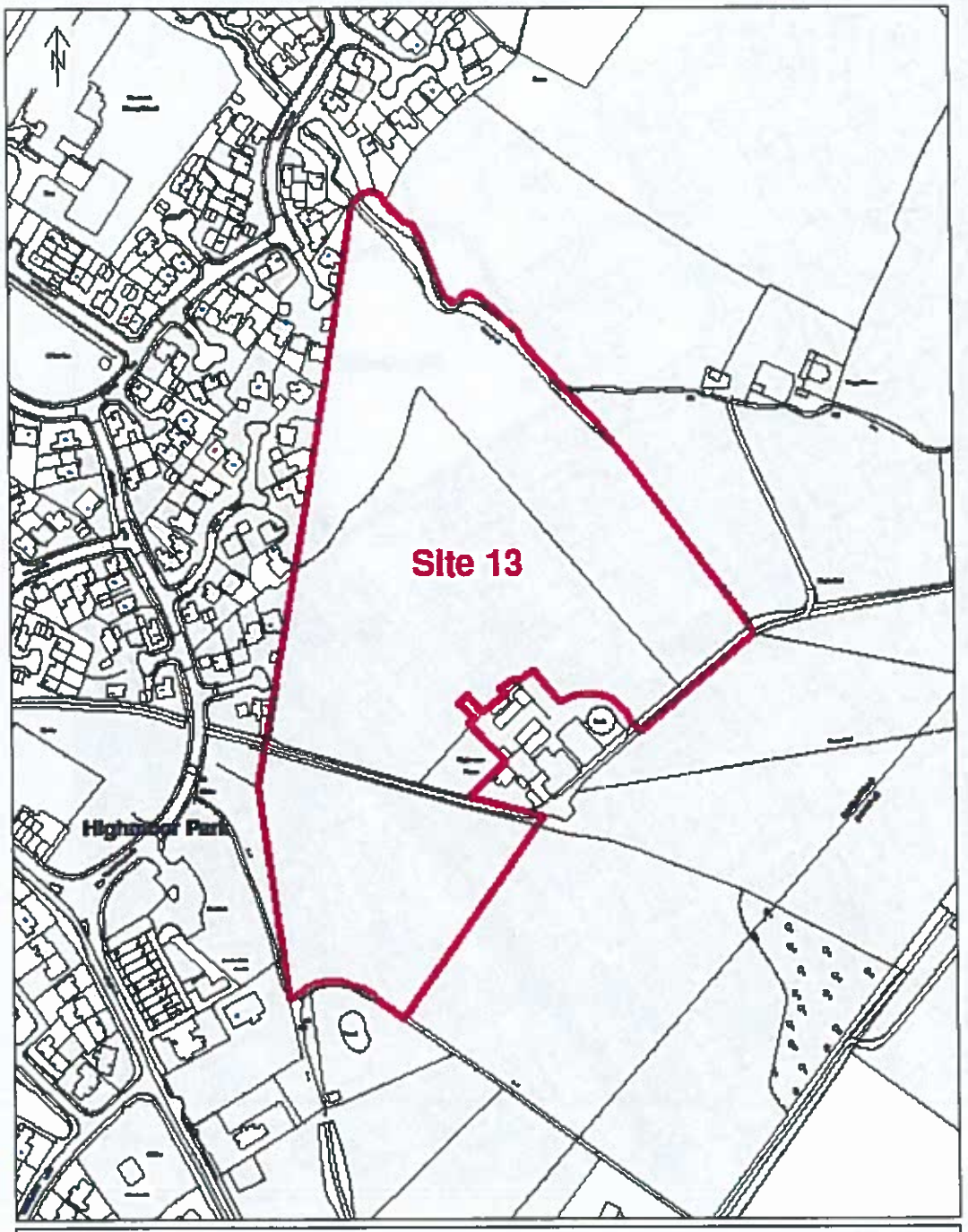
Site 15: Chatburn Road	
Scale 1:3000	© Crown Copyright Reserved. For reference purposes only. No further copies may be made. Ribble Valley Borough Council. Licence No.100018641 25 July 2018

MM2 – SITE Devpr3 – LAND OFF HAWTHORNE PLACE, CLITHEROE

Site Devpr 3

Scale 1:2500

MM3 - SITE 13 – HIGHMOOR FARM, CLITHEROE



Site 13: Highmoor Farm

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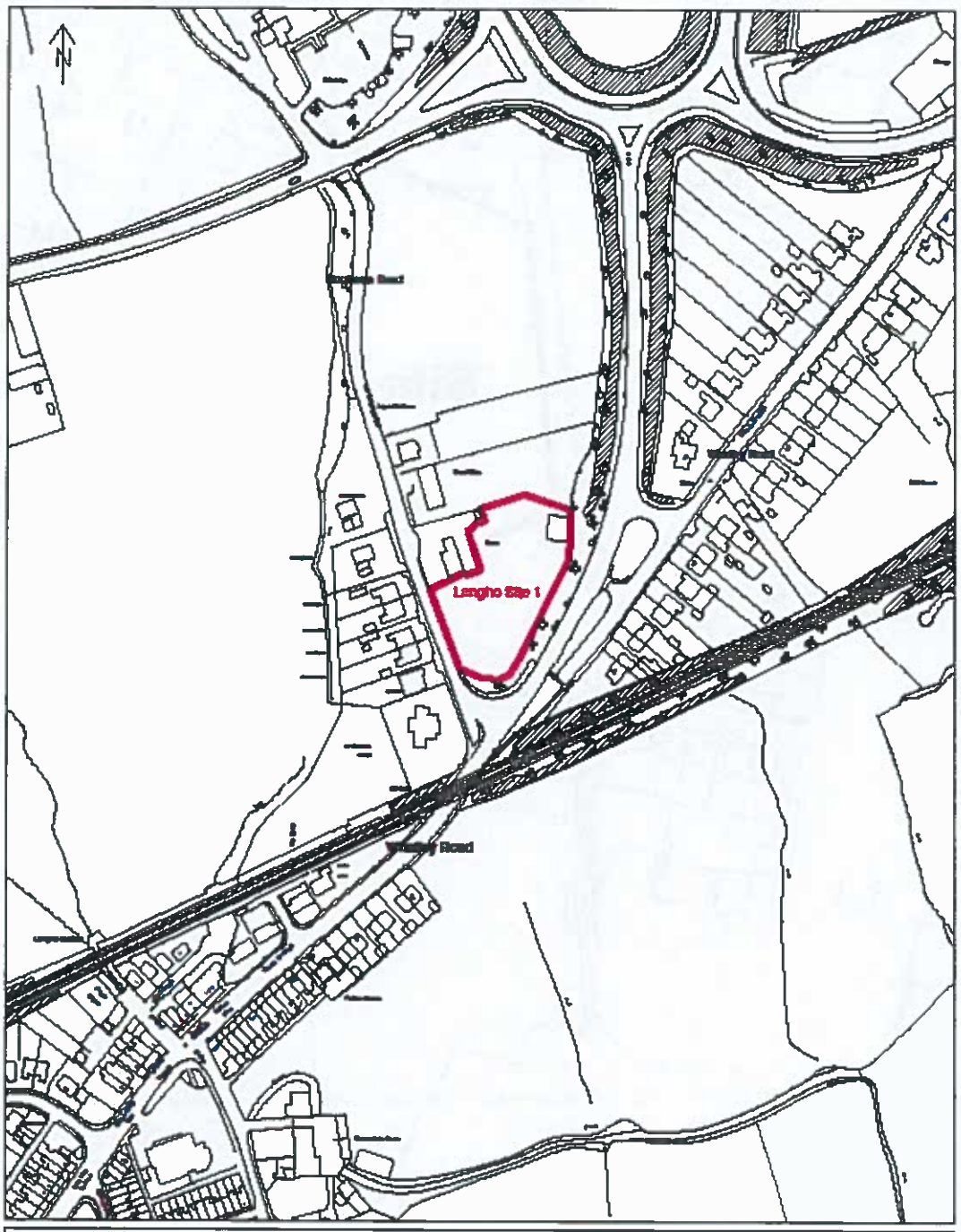
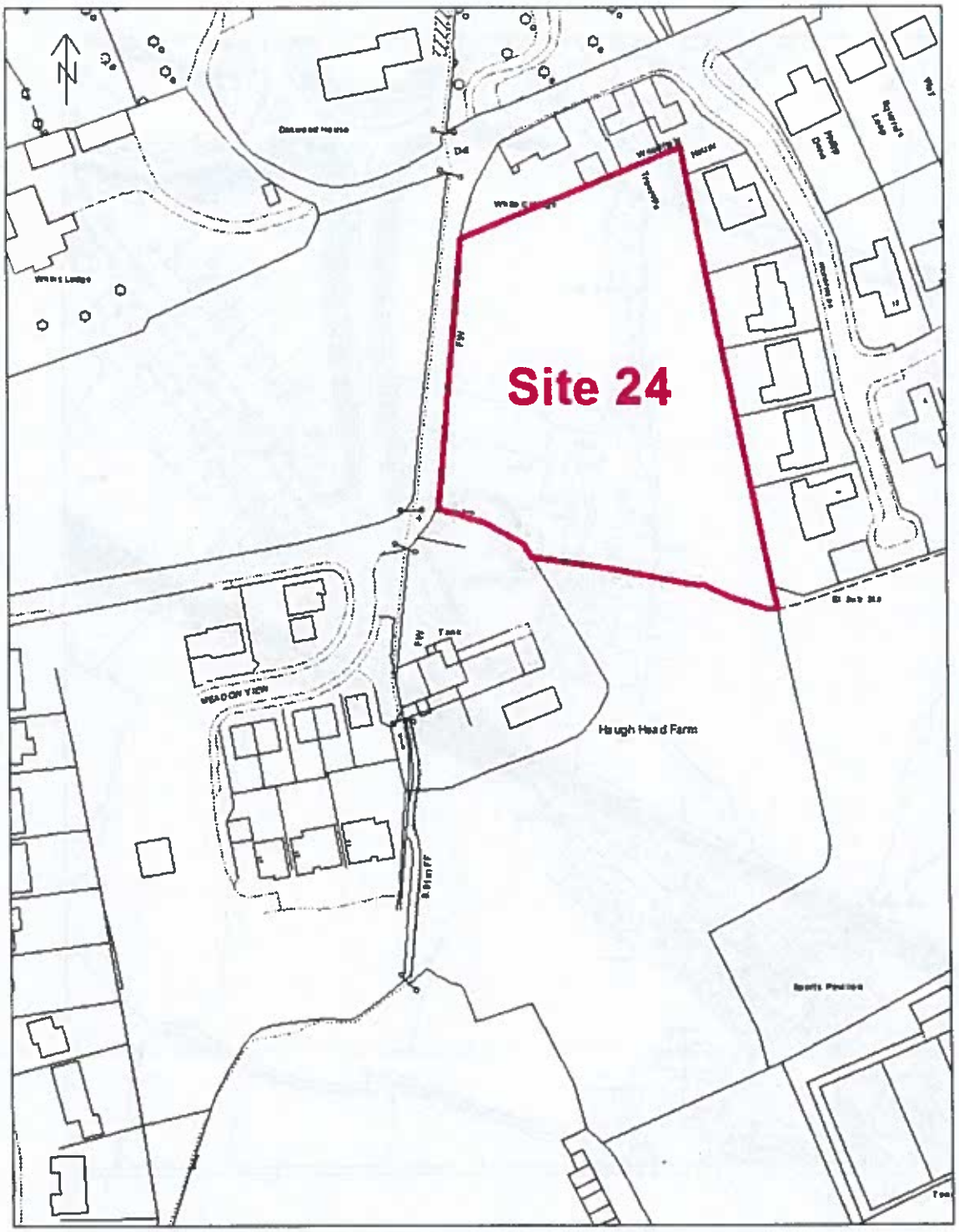
MM4 - Langho Site 1 – SOUTH OF LAYCOCKS FARM, LANGHO



Langho Site 1

Scale 1:2500

MM5 – SITE 24 – HAUGH HEAD, WHINS LANE, READ AND SIMONSTONE



Site 24: Adj Haugh Head WhinsL

INVITATION TO COMMENT

This consultation which commences on the 27th of July, relates to amendments being proposed by the Council to the plan. The amendments relate to a number of additional housing sites proposed at Clitheroe, Langho and Simonstone.

For the avoidance of doubt, **this consultation does not seek views on matters which are already agreed in the adopted Core Strategy** such as the spatial development strategy and the overall amount and distribution of new development. You also **do not need** to restate any previous objections as these have already been forwarded to the Inspector for consideration as part of the Examination process. All representations must relate **only** to the additional sites being proposed.

IMPORTANT INFORMATION

This consultation period runs from **Friday 27th July until 5pm on Friday 7th September 2018.**

Responses received will be considered and used to inform the proposed Main Modifications to the document (Regulation 22) which will be submitted to the Secretary of State for Independent Examination.

Representations can be submitted to the Council at the addresses below:

Email responses to: pmods22@ribblevalley.gov.uk

Post responses to: Pmods, Forward Planning Team, Ribble Valley Borough Council, Council Offices, Church Walk, Clitheroe, Lancashire BB7 2RA.

Please note that we will formally acknowledge responses but will only contact you if we need further clarification. Your details will be held on our database in accord with the provisions of the Data Protection Act 1998 and you will be contacted again at further stages unless you expressly tell us that you do not wish to be involved in further stages. We will not publish your personal details but comments will be available to others to read. We may share responses including your personal details with the Planning Inspectorate as part of the statutory process. You can also ask to be notified specifically about the adoption of the Local Plan.

All representations received will be provided to the appointed Planning Inspector.

Further details are available from Ribble Valley Borough Council's forward planning team on 01200 425111

This document is available in large print and other formats on request.

Regeneration and Housing

Ribble Valley Borough Council

Council Offices

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This document is available in large print and other formats on request. Please contact the Regeneration and Housing service on the above number if this is required.

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