

# RIBBLE VALLEY BOROUGH COUNCIL

## REPORT TO PLANNING & DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: THURSDAY, 2 JULY 2015  
title: LOCAL DEVELOPMENT SCHEME  
submitted by: CHIEF EXECUTIVE  
principal author: COLIN HIRST

### 1 PURPOSE

1.1 To update the Council's adopted Local Development Scheme and agree a budget for the site allocations work in order to progress the next stage of Local Development Framework.

1.2 Relevance to the Council's ambitions and priorities:

- Community Objectives – The Local Development Scheme is fundamental to the delivery of planning policy and will help in protecting and enhancing environmental quality. Planning policies will help deliver the Council's ambitions relating to the supply of affordable homes in the area, and economic growth.
- Corporate Priorities – The scheme will provide a management tool for resource planning and will aid performance and consistency. The scheme will help deliver community involvement. As the management tool for the planning policy preparation, it provides a basis by which to identify how, in particular, issues relating to the objectives of a sustainable economy, thriving market towns and housing will be addressed through the planning system.
- Other Considerations – The Council has a duty to prepare and keep up to date a Local Development Scheme for the area.

### 2 BACKGROUND

2.1 The Local Development Scheme (LDS) is a statutory document that the Council has to have in place. It is a public statement of the programme that the Council intend to take forward to deliver the Local Development Framework (LDF) for the area. A copy of the proposed LDS is attached at Appendix 1.

2.2 Having adopted the Core Strategy, the Council now needs to address the delivery of the previously identified Housing and Economic Development Plan Document bringing forward proposals for specific land allocations needed to implement the adopted Core Strategy. The next stage will also facilitate the update of the proposals map reflecting the provisions of the Core Strategy and providing policy designations for development management purposes.

2.3 A key element of the work will be to provide updated settlement boundaries and land allocations for housing and employment land where the residual requirement still needs to be met. The plan will also provide details of planning policies for the commercial centres of the 3 principal settlements. As Members are aware, the plan making process has to follow a series of regulatory steps as outlined in the LDS. The first key stage having launched the process is to consult on the emergent issues and options.

2.4 The Timetable in the LDS is based on each of the stages progressing smoothly, however it is the first key stage of public consultation (Regulation 18) that will provide a

measure of the range of issues and matters to be addressed and more importantly will identify the level of work involved to move forward. It is therefore vital in these early stages that the LDS and progress is monitored, so that time frames can be amended or the need for additional work and any additional resources can be highlighted. The established working group will have an important role in both reviewing the issues arising but also the approach to be taken to progress the plan.

### 3 THE ISSUES AND OPTIONS STAGE

- 3.1 The issues and options stage will be informed by much of the existing evidence base that supported the Core Strategy. In addition the Inspector's report following the Core Strategy Examination identified a number of key areas that will need to be addressed through the delivery of the plan. These matters will be presented through the consultation and stakeholder engagement that will be part of the process.
- 3.2 The initial budget requirements for the work have been considered by the Corporate Management Team and it is suggested that these are met from reserves, with detailed confirmation of expenditure being managed through the CMT group and kept under review by the Development Plan Working Group. Estimates have been made for the key areas of work anticipated, however, these will need to be kept under review as new work may be required, identified through the consultation process. It is also important to be mindful that as the process extends, there may be a need to refresh existing evidence ahead of any Examination and possibly to cover the costs for additional consultation.
- 3.3 On the basis of current estimates, it is estimated that a minimum provision of some £46,000 will be needed in the current 2015/2016 financial year and an estimated £36,000 for the 2016/2017 financial year. As indicated, expenditure will be kept under review by CMT and the working group and will be subject to the Council's budget procedures.
- 3.4 Key costs within the estimates include for the production of digital mapping, additional work on landscape and flood risk and sustainability appraisal and securing additional evidence on habitat information as key points of expenditure. These elements reflect known issues, however no provision is included for any additional work required for open space or specialist legal advice, which may arise as the process develops. These matters may need to be addressed following the consultation stages when we can gauge the need for any additional work and the consequent resource implications.
- 3.5 The breakdown of anticipated work and current estimates of key costs are set out in the table below. These costs will be subject to confirmation as work progresses and new areas of work may be required.

<b>2015/2016</b>	
Digitised draft plan	£15,000
SA report (first phase)	£5,000
Landscape	£5,000
Flood risk	£5,000
Open space (refresh)	£1,000
Habitat report	£10,000
Ancillary costs	£5,000
<b>TOTAL</b>	<b>£46,000</b>

<b>2016/2017</b>	
Submission costs	£5,000
Inspector costs	£20,000
Ancillary costs	£5,000
Incidentals	£1,000
Update mapping	£5,000
<b>TOTAL</b>	<b>£36,000</b>

- 3.6 Given that much of the necessary housing and employment land has been identified through the planning application process, fewer new sites will need to be identified to meet residual requirements. This should reduce the timeframe to deliver the plan,

however where allocations are necessary, due process still needs to be followed to ensure the resultant plan is sound and as indicated this process is governed by regulation culminating in the Council satisfying an Inspector that the plan and its process is sound.

3.7 The resultant plan together with the Core Strategy will complete the local plan for the Borough setting out up to date planning policy to guide development across the Borough against which planning decisions can be made.

#### 4 RISK ASSESSMENT

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

- Resources – The estimated cost of the site allocation element of the Local Development Framework is £82,000. Currently available in the Core Strategy earmarked reserve is £22,453. The balance of £59,547 can be funded from the planning reserve fund (balance at 31 March 2015 £215,942) subject to Policy and Finance Committee approval. A new cost centre budget will be created and monitored through the regular budget monitoring process.
- Technical, Environmental and Legal – The Local Development Scheme is a statutory requirement of the development plan process. Up to date, timely and relevant planning policies are important in maintaining and improving the environment of the borough.
- Political – There are no direct political implications, however, the LDS does establish a programme of priority for policy work.
- Reputation – The Council's decision on how to proceed could affect its reputation for example, if the LDS is not kept up to date, the Council will not meet the requirements of legislation.
- Equality & Diversity – No issues identified.

#### 5 **RECOMMENDED THAT COMMITTEE**

5.1 Authorise the Head of Regeneration and Housing to update and publish the Local Development Scheme.

5.2 Agree to use the £22,453 unallocated Core Strategy earmarked reserve to fund the site allocation work.

5.3 The balance required for £59,547 be funded from the planning earmarked reserve subject to Policy and Finance Committee approval.

COLIN HIRST  
HEAD OF REGENERATION AND HOUSING

MARSHAL SCOTT  
CHIEF EXECUTIVE

#### BACKGROUND PAPERS

- 1 Local Development Scheme
- 2 LDS File.

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



Ribble Valley  
Borough Council

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# Local Development Scheme

**JUNE 2015**



**RibbleValley**  
Local Development Framework

JUNE 2015

Ribble Valley Borough Council

Local Development Scheme

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## **Introduction**

The Local Development Framework will provide the basis for planning decisions in the Ribble Valley and will set the pattern for development and investment over future years.

The Local Development Scheme sets out the approach and timetable for policy preparation. The scheme will be used to monitor the Councils progress, and is intended to help manage workloads, resource requirements and to give the public and other interested parties greater opportunity for involvement in the policy process. It is formally reviewed on an annual basis through the annual monitoring report.

This Local Development Scheme is intended to guide the production of development plans within the Ribble Valley. It is a very important document because our Development Plan Documents will help to guide and shape the pattern of development within the borough. They will form a spatial strategy for the area and will help to deliver community objectives and establish sustainable communities.

This Local Development Scheme is intended to cover the period up to the end of April 2017. The schedule explains how, and when, the Council intends to complete its Local Development Framework.

In preparing this document the Council has considered:

- What the likely content and structure of proposed document is likely to be;
- Whether any of our Local Development Documents are likely to be prepared jointly with one or more authorities; and
- The evidence base needed to ensure that the policies are sound.

The Council's Annual Monitoring Report provides a formal mechanism to monitor progress and the need to update either the timetable or policy coverage.

## **Schedule of Proposed Local Development Documents**

Our Local Development Framework will provide local plan coverage comprising the Adopted Core Strategy and the Housing and Economic DPD providing allocations, designations and where necessary, further policy details to implement the provisions of the Core Strategy. The Schedule at Appendix 1 outlines the status and explains the purpose and key dates in the Plan's production.

## **Overall Programme**

The overall programme is illustrated in the GANNT chart at Appendix 2 and shows the intended programme of work. The programme is intentionally ambitious as the Council is keen to follow the adoption of the Core Strategy with the complementary allocations plan that will complete local plan coverage for the borough. The Council will keep the timetable and need for resources under review to enable it to meet its ambition.

## Profiles of Each Local Development Document.

The following tables outline the format that we propose for each of our Local Development Documents. They are aimed at providing an overview of what is proposed. The schedule at Appendix 2 provides information on key milestones.

### Development Plan Documents- Local Development Documents

Local Development Document Profile	
Document details	<ul style="list-style-type: none"> <li>• <b>Title:</b> Proposals map.</li> <li>• <b>Role and Purpose:</b> This will illustrate the Core Strategy and DPD policies. It will show (on an Ordnance Survey base) the main proposals, designations and locations and areas where specific policies will apply.</li> <li>• <b>Geographic Coverage:</b> The Proposals Map will relate to the whole of the Ribble Valley.</li> <li>• <b>Status:</b> The Proposals Map will be a Local Development Document.</li> <li>• <b>Chain of Conformity:</b> The Proposals map will conform to the Core Strategy. It will be updated at the same time as any further plan is adopted to illustrate on a geographic basis the application of the policies in the DPD or revisions.</li> </ul>
Timetable	<ul style="list-style-type: none"> <li>• The proposals map follows the adoption of the Core Strategy, and will be published in draft by January 2016.</li> </ul>
Arrangements for production	<ul style="list-style-type: none"> <li>• <b>Lead Department:</b> Chief Executive's Department.</li> <li>• <b>Management arrangements:</b> The project will be led by the Borough Council's Planning and Development Committee.</li> <li>• <b>Resources required to complete the document:</b> The main resource will be the Council's Regeneration and Housing section. It is proposed that the Proposals Map will be produced in a digital format to enable access through the Council's web site and the Planning Portal. Specialist Map producers will be used in its production.</li> <li>• <b>Approach to involving stakeholders and the community:</b> We will work with the community as much as possible consulting in accord with the regulations and the adopted SCI. Linkages with the Parish and Town Councils will be enhanced. Close liaison will be maintained with Strategic Partners and various Market Town/Village action groups that have been established, as well as neighbouring authorities and relevant consultation bodies and agencies.</li> </ul>
Document details	<ul style="list-style-type: none"> <li>• <b>Title:</b> Housing and Economic Development DPD (Allocations)</li> <li>• <b>Role and Purpose:</b> This will provide more detailed policy coverage on key issues related to the economy and housing. It will include relevant allocations and design policies. The DPD will also provide the planning policy framework for the town centres of Longridge and Clitheroe, it will establish constraints and allocations relating to wider environmental matters, and land uses emerging from the Core Strategy.</li> <li>• <b>Geographic Coverage:</b> Borough-Wide.</li> <li>• <b>Status:</b> This will be a Development Planning Document.</li> <li>• <b>Chain of Conformity:</b> It will conform to the Core Strategy.</li> </ul>

<p>Timetable</p>	<ul style="list-style-type: none"> <li>• Start date: Commenced</li> <li>• Pre-production/Survey: On going</li> <li>• Start of Consultation on Issues and Options (R18): January 2016</li> <li>• Public Participation on publication draft (R19): April 2016</li> <li>• Submission to Secretary of State (R22): August 2016</li> <li>• Pre-Examination meeting: October 2016</li> <li>• Target For Formal Examination: December 2016</li> <li>• Anticipated receipt of Inspectors report: March 2017</li> <li>• Adoption and publication: May 2017</li> </ul>
<p>Arrangements for production</p>	<ul style="list-style-type: none"> <li>• <b>Lead Department:</b> Chief Executive's Department.</li> <li>• <b>Management arrangements:</b> The Borough Council's Planning and Development Committee will lead the project.</li> </ul> <p><b>Resources required to complete the document:</b> The main resource will be the Council's Regeneration and Housing section.</p> <ul style="list-style-type: none"> <li>• <b>Approach to involving stakeholders and the community:</b> We will work with the community as much as possible consulting in accord with the regulations and the adopted SCI. Linkages with the Parish and Town Councils will be enhanced.</li> <li>• This DPD will provide for site allocations and in doing so will be the tool through which settlement boundaries will be updated as a result of development or proposed allocations. It will provide the policy framework for the town centres of Clitheroe, Longridge and Whalley.</li> <li>• The allocations will establish the areas of growth across the borough in detail reflecting the Core Strategy and sustainability principles in identifying the locations and extent of new development.</li> </ul>



## **Supporting Statement.**

### **Structure of the Local Development Framework.**

#### **Core Strategy.**

The Council's Local Development Framework incorporates a Boroughwide Core Strategy. This provides strategic policies aimed at guiding the spatial pattern and broad scale of development within the borough. It also provides as part of its implementation mechanism more detailed Development Management policies to help guide subsequent development plan documents and to inform decisions on planning applications. The key elements of this are a settlement strategy concentrating the bulk of new development to the larger settlements of the borough, Clitheroe and Longridge and Whalley. This is because these centres provide the most sustainable opportunities to meet development needs, and they also have some areas of previously developed land capable of accommodating new development. Greenfield land release will be a consideration however in view of the very limited supply of previously developed land.

There is a recognised desire to see development distributed in the borough to reflect opportunities for growth in the borough's settlements to reflect their existing scale, relative to each other, the need to support sustainable growth and the desire to protect important natural and built heritage assets. This also incorporates local views regarding a broader distribution of development across the borough.

There is a strong emphasis on environmental protection and enhancement and clear policies to be applied to all developments are incorporated into the Core Strategy.

The Core Strategy establishes clear targets for the scale of new development in relation to issues such as housing and employment land, and identifies the intended spatial approach. It also establishes the basis upon which affordable housing will be delivered.

The Core Strategy was adopted on 16 December 2014

#### **Housing and Economic DPD (Allocations)**

The Council has identified one Development Plan Document (other than the Core Strategy and proposals map) to be delivered in the timeframe covered by the scheme. The Housing and Economic DPD will be a key tool by which the Core Strategy vision, objectives and overarching policy framework will be implemented. It will provide detailed allocations for development sites, will be the opportunity to review and revise settlement boundaries and will, through that process, be the principal mechanism by which the level of growth across the borough's settlements will be established to reflect the Core Strategy. It will also be the tool through which more detailed work

relating to Clitheroe Town Centre as part of the Council's master planning and regeneration work will be delivered as well as providing further detailed policy guidance in relation to Longridge and Whalley.

### **Evidence Base**

The evidence base is a critical part of the process and extensive work has been undertaken to produce a clear and robust evidence base as part of the Core Strategy that will inform the preparation of the allocations plan. This will incorporate baseline data in relation to:

- Housing Land Availability;
- Strategic Housing Market Assessments;
- Strategic Housing Land Availability Assessment;
- Housing needs survey information;
- Housing Market Assessment;
- Employment land availability;
- Retail Base Data;
- Environmental baselines - e.g. SSSI's, Biological Heritage Sites, RIGS, Conservation Areas, Listed Buildings etc, Biodiversity, and quality of life indicators;
- Flood Risk Assessment;
- Infrastructure.

The evidence base will be kept up to date as required.

The evidence base will also form an important element of the sustainability appraisal process.

### **Sustainability Appraisal**

Sustainability Appraisal incorporating Environmental Assessment to comply with regulations will be built into the detailed project plan. The Council recognises the benefits of commencing appraisal work in parallel with the preparation of the policy documents not least to ensure that the implications of policy options and choices are as fully understood as possible.

An extensive appraisal exists in relation to the Core Strategy and this will provide the basis for ongoing SA in relation to the plan.

### **Resources**

The Councils' Regeneration and Housing section deliver the core functions in relation to planning policy. It also includes strategic housing, regeneration and strategic partnership working. The principle staff resource comprises a full-time Assistant Planner and a Senior Planning Officer (Job Share) together with the Head of Service as lead officer. Officers from regeneration and strategic housing will also be working on the plan.

Consultants are engaged on specific projects where there is a lack of in house capacity.

The section has a small operating budget provision to carry out its functions, however the Local Development Scheme will inform the Council's annual budget rounds and financial planning process.

### **Monitoring and Review**

The LDF will be subject to an annual monitoring and review process. In addition to this we will also use the Council's Risk Management systems to ensure that this issue is fully taken into account and that our systems are capable of being altered to take account of changing contingencies.

### **Risk Assessment**

In reviewing and preparing the Local Development Scheme it was found that the main areas of risk relate to:

- **Staff Turnover.** Staff resources are very limited, consequently any turnover of staff, given the normal operational time to recruit and replace will have an impact on the programme.
- **Competing Corporate Priorities.** This will remain an issue but Senior Officers and Members are aware of the need to ensure sound planning policies are put in place and are seeking to maintain progress on the development plan in the face of significant development pressures. Commitment to the process is explicit within the Council's expressed priorities.
- **Legal Challenge.** We will minimise this by aiming to ensure that the plan is "sound" and founded on a robust evidence base and well-audited stakeholder and community engagement systems.
- **Programme Slippage.** We will continue to monitor our programme. It is recognised that the programme is ambitious and that there are many factors which may impact on delivery.
- **Changing National Policy.** The Council will need to take account of any changes in policy or legislation. Significant changes introduced through publication of new national policy, introduces the risk of existing work no longer being compliant and the need to amend the content of work progressed. Delays in progress may have an impact on other objectives for the Council. However at this stage of the process the impact can be more readily managed.

### **Monitoring and Review of this Document**

The Borough Council will aim to keep this schedule up to date. Changing circumstances may lead to a position where priorities are altered. It is essential that we monitor progress so that any problems in delivering on the

timescale set out in the document are identified and addressed at an early stage. An annual monitoring process will be undertaken and the Council will publish a formal report, however monthly progress will be monitored through the Development Plan Working Group.

# APPENDICES

# APPENDIX 1

## Schedule 1 Local Development Documents

### Summary information and timetable

Document Title	Brief Description	Chain of Conformity	Start	Adoption
Statement of Community Involvement LDD	Document setting out standards and approach to involving stakeholders and the community in the production of the LDF.	The statement builds upon existing partnerships and will forge close links to the Ribble Valley Community Strategy.		Adopted
Core Strategy DPD	Sets out the vision, objectives and Core Strategy for the spatial development of the area, including the framework for housing and employment land, environmental protection and will provide the Policy for Development Management. It will also establish the strategy to deliver affordable housing			Adopted December 2014
Proposals Map DPD	This will illustrate the LDF's policies. It will show (on an Ordnance Survey base) the main proposals, designations and locations and areas where specific policies or action area plans will apply.	Reflect policies within all LDD's.	July 2015	May 2016
Housing and Economic Development DPD (Allocations)	This document will provide greater policy detail to support the Core Strategy including relevant allocations, policy designations and town centre and retail policies for Longridge and Clitheroe. It will establish up to date settlement boundaries and allocate land proposed for development.	General conformity to NPPF and NPPG and Core Strategy.	July 2015	May 2016

**Local Development Scheme 2015**  
**Housing and Economic DPD --- Local Plan Allocations**

**Local Development Framework Timescales**

Development Documents	2015												2016												2017												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
													a			b					c		d		e			f		g							
<b>Housing and Economic Development Proposals Map</b>																																					

**Key**

- a Target for Pre-Publication consultations (regulation 18)
- b Publication Period ( Consultation - regulation 19)
- c Target for submission to Secretary of State (Regulation 22)
- d Pre-Examination meeting
- e Target Period for Formal Examination
- f Anticipated receipt of Inspectors Report
- g Date for proposed adoption